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ABSTRACT

This report on the role of career education as a tool for meeting the needs of special populations contains a series of five reports on the special career education needs of various groups of students. Discussed in the first chapter, on career education in the heterogenous classroom, are the need to expose students to middle class life, to encourage basic skills development, and to eliminate stereotyping. In a report on women, education, and work the educational and employment needs of women are outlined. The impact of poverty on youth and the role of career education in alleviating this impact as well as the cultural and linguistic barriers affecting American Indians and Hispanic Americans are described in a report on the subcultures of poverty. The career education, training, and job placement needs of handicapped students are examined in a report on exceptional students. The final report, on migrant children, covers the life-style and special career education needs of these children. Each report contains a bibliography of resources for classroom use and a list of agencies or units with which career education should form linkages to meet the career education needs of special populations. (MN)

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Career Education: A Tool for Meeting the Needs of Special Populations

Report No. 129

Prepared by Carol Andersen
Career Education Project
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U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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Education Commission of the States
Denver, Colorado

Warren G. Hill, Executive Director

May 1980

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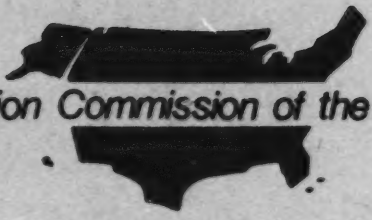

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Preface

Career education is a durable concept. It is both flexible and global, immediately practical and yet forward looking, and it has the appeal of being a low-cost innovation capable of bringing about wholesale improvements in our education system.

There is one attribute of career education, however, that has gone largely unnoticed. In our efforts to meet the needs of "special populations" — minorities, women, the handicapped and gifted, migrant children — the potential usefulness of career education has not been thoroughly explored. This is particularly unfortunate in that many young people who have special education needs will also face problems, as adults, in work settings. Career education is an important means of addressing both the education needs *and* the future employment needs of special populations.

For one thing, properly planned career education activities can help counteract the negative effects of stereotyping, allowing special needs children to imagine themselves in adult roles that are far different than their own experience with the adult world might permit. Second, career education activities, at all age levels, can inspire special needs students to gain a mastery of the basic skills as they increasingly recognize their essentialness to both education and employment success.

Finally, career education is a motivating force. As special needs students gradually gain a more sophisticated understanding of how the adult world actually functions, their own education program becomes a matter of increasing rather than decreasing importance. For these and other reasons explored in this report, career education is a tool that strengthens the ability of the schools to meet some of the most pressing education needs that many students have, while also addressing in increasingly effective ways their future needs for meaningful employment.

The fifth of six reports concerned with career education, this publication is part of an intensive effort on the part of ECS's national Task Force on Career Education to explore the concept, design, techniques and strategies that characterize the career education movement and to develop recommendations, for the

consideration of state officials, based on their findings. The members of the task force have given generously of their time and expertise, and they have made significant contributions to the evolution of the career education movement. This report represents one of their major contributions to the growing body of career education literature.

Warren G. Hill
Executive Director
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Introduction

In 1977 the Education Commission of the States established a task force on career education in response to expressed concern, on the part of state officials, about strengthening relationships between education and work. Education has always been held responsible, along with other societal institutions and with families, for preparing the young for adulthood. The need to provide students with the skills and competencies they will need as adults has always been recognized. John Dewey, writing over 75 years ago, has described this continuing interest in the following way:

> . . . there comes an outcry that children do not write or spell or figure as well as they used to; that they cannot do necessary work in the upper grades, or in the high school, because of lack of ready command of the necessary tools of study. We are told that they are not prepared for business, because their spelling is so poor, their work in addition and multiplication so slow and inaccurate, their handwriting so fearfully and wonderfully made.[1]

And Professor Dewey went on to point out that this concern is not confined to a "few barbarians who are interested simply in turning back the wheels of progress," but, rather, that it reflects the unreserved faith of the American people in education.

Today's statistics on youth employment, and our increasing recognition of the larger problem of "structural unemployment,"[2] have aroused a new interest in providing students with an education program that will equip them to successfully meet the challenges of adult living and, of critical importance, the challenge of developing career patterns that are both realistic and rewarding.

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[1] Lawrence A. Cremin, ed., *American Education: Its Men, Ideas and Institutions*, (New York: Arno Press and the New York Times, 1969) p. 15.

[2] Structural unemployment has been defined in various ways. In a report of the Joint Economic Committee of the U.S. Congress, Report No. 96-51, *The Effects of Structural Employment and Training Programs on Inflation and Unemployment*, the structurally unemployed are described as "those who remain jobless when the economy reaches its potential output," (p. iv). In lay language, Senator Lloyd Bentsen, chairman, put it this way — "The structurally unemployed are Americans who cannot find work in bad or in good times. They are forgotten Americans. They do not want welfare. They want only the opportunity to become full participants in our economic life. We can't afford to waste the energy, the intelligence and the ingenuity of these people" (p. 4).

The task force, which is composed of representatives of business/industry, labor, government and education, has addressed the role of education, and particularly career education, in meeting this major national challenge. Among its activities, the task force has overseen the development of a series of reports, of which this is the fifth.[3] Two of the preceding reports were concerned with the development of comprehensive state career education legislation; two were concerned with strengthening the collaboration of business/industry and labor in the development of state career education policies. These four reports dealt with the concept of career education in general terms, as a means of responding to the need that all young people have to relate what they are learning in the classroom to the outer world around them and, specifically, to their own possible future roles within the adult world.

This report is based on the recognition that while all children have this need in common, some children have special needs that will limit their ability to succeed within the education system and, later, will tend to result in their joining those adults who are structurally unemployed or underemployed. Regardless of ability, children with special education needs are also those who, as adults, typically find themselves on the lower rungs of the economic ladder, unable to find jobs "in bad or in good times."

Special education needs are those that tend to prevent students from succeeding in the traditional classroom setting. They can result from differences in culture or language, from economic disadvantagement or stereotyping, from mental or physical handicaps, from relative geographic isolation or from frequent changes of residence — or from variations and combinations of these factors.[4] The education system has become increasingly responsive

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[3]The reports developed by the task force to date include: Report No. 117, *Collaboration in State Career Education Policy Development: The Role of Businesses, Industry and Labor;* Report No. 118, *Legislating for Career Education: A Handbook for State Policy Makers;* Report No. 119, *An Overview of State Career Education Laws;* and Report No. 120, *Career Education: The Policies and Priorities of Businesses, Organizations and Agencies.* All four reports are available from the Education Commission of the States.

[4]This constitutes a highly generalized description of special needs that, if not met, undermine the ability of individuals to succeed within the education system and, later within the world of work. A more detailed discussion of these special needs appears in the individual chapters that follow — specifically, the needs of women, minorities, disadvantaged and handicapped persons, and the children of migrant workers. The report is organized, however, around special needs rather than special populations in recognition

in recent years in terms of meeting these kinds of needs. A profusion of programs and services now exist designed to provide special needs students with an appropriate education and a conscious effort is being made to combat the negative effects of stereotyping on the basis of sex, race or handicap. If, however, these specialized programs and services are ultimately to be successful — if special needs students are to overcome barriers to both education *and* employment opportunity — career education has a vital role to play within them.

The education of children with special needs should include an effort to help them select a course of study and training that will enable them, to the maximum extent possible, to function successfully as working adults. These children, like all other children, should become increasingly familiar with the many different kinds of career options that are available to them and helped to obtain the educational background and skills they will need to pursue career opportunities of greatest interest.

Yet, one of the most distinguishing characteristics of career education is that it is *not* a specialized program. It is most commonly thought of as an instructional strategy that helps students relate the subject matter being taught to the functioning of the adult world. In terms of techniques, classroom teachers have available to them field trips, classroom visitors, specialized instruction materials, hands-on experiences in different kinds of community settings, and many other similar activities designed to focus on the practical utilization of skills and knowledge. Because of the widespread interest that exists in career education, there is a large and growing collection of resources available to teachers and administrators to help them design and implement career education activities and, as has been discussed elsewhere in this series of reports, both employers and labor organizations have demonstrated their willingness to further career education efforts at state and community levels.[5]

How can career education strategies, techniques and resources be effectively brought to bear on ongoing efforts to meet special

of the fact that they are not always identical, (i.e., minority children do not necessarily have special education needs, etc.). Further, many individual students are adversely affected by more than one type of special need — for example, the gifted child with a physical disability, or the migrant child who speaks English as a second language, etc. Thus, an effort has been made throughout this report to focus on the use of career education to respond to special needs rather than to focus on special populations.

[5] See task force reports cited on page 2, footnote no. 3.

education needs? Some students with special needs participate in the regular school program, others are partially or wholly educated in a specialized setting. Thus, ongoing career education activities need to be modified to make them more responsive to special needs students in the regular classroom but, in addition, specialized programs need also to be modified to include a career education component. The development of a comprehensive career education policy at the state level can provide needed support for teachers and can go far in assuring that the career education needs of all students are met.

A comprehensive state career education policy is more than a definition of the concept of career education and provision for its implementation in the regular school program. It also involves the establishment of formal mechanisms that will lead to cooperation and joint planning by the various individuals, agencies and departments that can contribute to, or make use of, career education. Providing for such mechanisms can be done in many different ways, and a few approaches are suggested below. The objective of such mechanisms however — the infusing of career education into specialized programs, and a greater sensitivity to special needs in regular career education activities — should be the criteria for assessing the effectiveness of any mechanisms that are established.

In earlier publications the task force has recommended the establishment of advisory councils and an interagency committee in each state that provide for the involvement of individuals in the planning and implementation of career education who are representative of different cultural and language groupings and who are knowledgeable about special needs students. Career education specialists can also be involved in other appropriate interagency efforts focused on the needs of special populations.

Further, when a special effort is under way to review state policy with respect to the education needs of any specific group of students (for example, the needs of disadvantaged children, handicapped children, etc.) career education should be represented. Similarly, if textbook selection criteria or other education policies/practices are under review, the special concerns of career education should be represented. Although it is unlikely that career education specialists within the state department of education can participate in all of the activities they might legitimately be concerned with, it may be possible for members of the state advisory council on career education (or other knowl-

edgeable persons within the state) to also represent career education in appropriate settings.

Policy makers have many options for linking career education to specialized activities in their states. For example, in Arizona, 10 persons within the state department of education serve as career education project officers, devoting five percent of their time to career education activities. These persons, who are specialists in vocational and general education, as well as programs for special populations, bring their own expertise to career education as well as providing for its infusion into different programmatic areas.

This report is designed not to describe the kinds of mechanisms that can be established to facilitate cooperative efforts in career education, but to identify some of the more important linkages that policy makers may wish to encourage — and to provide sufficient information to promote discussion of them. Each chapter deals with one or more of the special needs that typically result in educational underachievement and, often, later failure in the workplace. The role of career education in addressing these needs is described in general terms,[6] and information is provided on the specialized kinds of ongoing programs/activities that are currently in place to address these areas of need. The common objectives of career education and the specialized programs under discussion are described and a rationale is provided for forging linkages between them.

This approach, of infusing career education into the education program for special needs children, is consistent with the well established practice of infusing career education into the regular school program. Such an infusion process could be expected to result in an education offering that is more sensitive to many different kinds of needs — and in a way that is positive and forward looking rather than simply compensatory or remedial. In addition to providing for a richer and more responsive education offering, career education also holds the promise of reducing the disproportionate number of able Americans who lack the

[6]It would not be possible in a report of this kind to explore in any depth the many excellent career education techniques and resources that have been developed to respond to special education needs of various kinds. The reader is encouraged to contact the individuals, organizations and agencies that are listed in the resource sections at the end of each chapter for further information.

motivation, skills and education needed to participate effectively in the economy.[7]

The members of the task force, as representatives of business/industry, labor, government and education, recognize in career education an important ingredient in the overall mix of education and training programs that we, as a nation, are currently experimenting with in an effort to resolve a highly complex set of problems. Embedded within that complex of problems are those that result from past and present inadequacies in our efforts to meet special education needs — inadequacies that have proven harmful to individuals and to society in general. The findings and recommendations of the task force, as presented in the following chapters, are designed to assist state policy makers in their ongoing efforts to address these special needs in increasingly effective ways.

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[7] It has been frequently noted that education (including career education), employment and training programs are all hollow promises to youth if, in fact, there are no jobs available to them when they are ready to enter the work place. It should be noted, however, that arguments that are valid with respect to the victims of cyclical unemployment are not valid with respect to those who are structurally unemployed — those who cannot find jobs in bad or in good times. In adding career education to programs and services designed to meet the needs of special populations — those who are, in turn, most likely to join the ranks of the structurally unemployed — the schools can contribute to their ability to participate effectively in the economy.

The Heterogeneous Classroom

The "regular" classroom, like the "average" child, is difficult to conceptualize. Whether a Norman Rockwell or Mark Twain depiction comes to mind, or recent headlines on school vandalism and crime, any first response to what today's classrooms are like will be only a partial one.

It is increasingly being recognized, however, that the composition of students in a given classroom is highly diversified in many schools. In addition to the variety of cultures and languages that have always existed in America, there have been recent immigrations as well — from Southeast Asia, the Caribbean, Mexico and the Middle East among others. Desegregation has changed the racial composition of many classrooms while, as a result of federal legislation, handicapped children are participating in the classroom who might otherwise have been educated at home or in a specialized setting in or outside the school.[8]

For classroom teachers, the heterogeniety that exists represents more than a diversity of individuals, it also results in a diversity of needs. A given textbook may not be meaningful to some children, some activities may be impossible for others, but all must make progress in terms of their education achievement. If the teacher's primary responsibility is to teach, it must nonetheless be balanced around the need to identify approaches that are individually tailored to many different kinds of needs. Among those needs are:

- The need that many children have, and particularly children from low-income families, for a wider exposure to "middle class" life. Caught between impoverished neighborhoods and television, many such children have an inaccurate understanding of how

[8]The provisions of P.L. 94-142, The Education for All Handicapped Children Act, require states to establish "procedures to assure that, to the maximum extent appropriate, handicapped children, including children in public or private institutions or other care facilities, are educated with children who are not handicapped, and that special classes, separate schooling, or other removal of handicapped children from the regular education environment occurs only when the nature or severity of the handicap is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily" (Sec. 612[5][B]).

middle-income families actually live, although that understanding is essential to a proper interpretation of many textbooks and other instruction materials, and to success on many tests. If poor children are to break the poverty cycle, an understanding of middle America may also be the key to developing realistic plans for their own future.

- Stereotyping can limit a student's education aspirations and attainment and cause him or her to prepare for an existence that is not warranted by ability. It has been widely recognized that there is an urgent need to combat the negative effects of stereotyping on the basis of sex, race and handicap if all students are to advance within the education system in accordance with their individual ability.

- For many students, and particularly those whose parents have limited education backgrounds, a need exists to encourage basic skills development. These fundamental skills are prerequisite to advanced learning and to the vast majority of jobs that exist in the American economy. This need can be greatly intensified if the student has a limited command of the English language, is affected by a physical or mental disability, or suffers from serious discontinuities in his or her education program (as is typically the case with migrant children).

The needs can, of course, be complicated further by other problems (such as child abuse, alcoholism, etc.), and can appear in unexpected combinations and variations. Some children have special education needs who might not be expected to; others, who might be expected to have problems, don't. Certainly, no simple solution to problems of this kind are available to the classroom teacher, who must find solutions that are appropriate to the needs of the individual student.

In drawing upon the resources of career education, teachers can, however, address these kinds of problems in effective ways. In the lower grades, career exploration is the primary focus of career education, helping students become familiar with many occupations and careers that exist within the economy. In the middle and upper grades (and in postsecondary and adult education courses), career exploration is continued but, increasingly, students are provided with opportunities to gain first-hand experience — in varied settings outside the school — in the career areas of greatest interest to them.

In designing and implementing career education activities and

selecting appropriate instruction materials, teachers can put students in touch with the mainstream of American life. Government workers, accountants, carpenters, dental assistants, computer programmers, journalists, and a great many others, can explain to students the nature of their work, the skills they had to develop in school or elsewhere to perform successfully in their jobs, how those same skills can be used for recreational purposes or in other occupations, and what their future plans are. In general, such insights from adults make it possible for students to understand the nature of career paths, to formulate some preliminary ideas about their own career interests and to gain some practical information about how to develop their career interests while they are still in school.

Activities and materials can also be selected that are designed to help overcome the negative effects of stereotyping — emphasizing, for example, the many nontraditional occupations that women are increasingly entering, or the contributions being made by minorities or handicapped persons in professional fields, etc. A concerted effort can be made to involve individuals in the planning and implementation of career education who are familiar with and sensitive to the special needs of the children in a given classroom.

Career education can bring relevance to the development of basic skills for students of any age. Through career education, teachers can readily demonstrate that the ability to communicate and calculate are central to obtaining and holding a job and developing a meaningful career; so are the fundamental abilities of observation, analysis and logical thinking. Basic skills development alone is only one of the prerequisites of meaningful employment. Career education can help students develop the ability to apply skills and knowledge; to become methodical problem solvers in addition to performing efficiently and accurately in different skill areas.

If career education is to affect the education of children with special needs who are participating in regular classroom activities, a number of linkages should be formed. The purpose of such linkages should be twofold: (1) to assure that career education efforts are responsive to children with special needs and (2) to achieve maximum coordination between career education and other regular programs/services/activities that serve children with special needs. Among the linkages that should be established are:

The Community. In nearly any career education effort, community involvement is in evidence. The necessity of providing students with current and extensive information about careers would be a major burden for teachers unless some mechanisms was in place to keep them

in touch with individuals from the private sector and the community at large.

Many school districts have career education resource centers that provide teachers with the names of individuals in the community who can provide career information and related materials. Advisory councils, including representatives of business, industry and labor, have been established by school districts to work with educators in planning and implementing career education programs and activities at all levels of education. These kinds of mechanisms should be sufficiently broad to include an emphasis on special needs populations. State career education policies should include provisions encouraging the establishment of advisory councils, resource centers and other mechanisms designed to encourage community participation in planning and implementing career education programs/activities that are responsive to special needs populations.

The Guidance Counseling Unit. Counselors provide a variety of important services to students, primarily at the secondary level and, later, in postsecondary institutions. In addition to helping students select course work that is of interest to them and that also helps meet graduation requirements, counselors also encourage students to identify and act upon their developing career interests.

In a well-articulated career education effort, counselors have an important role to play. It has been expressed in one publication as follows: "As teachers take a more active part in career education, counselors are looked to as sources of information, teaching strategies, group process techniques, and other skills. Counselors and teachers often team-teach activities or units. Specific areas where guidance counselors possess expertise are: occupational information; theories of occupational choices; career information, including individual, learner, family, citizen, producer, consumer roles; theories of career choice; group processes; strategies for deciding and planning, and assisting learners in understanding and clarifying their values, thereby increasing their self-understanding."[9]

State policy, by providing for linkages between career education and guidance counseling, can strengthen the objectives of both since they are mutually reinforcing. Linkages should also be provided for between career education and postsecondary programs designed to provide preservice and inservice training for counselors. Such linkages should facilitate joint efforts between teachers and counselors to address the

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[9] *Career Education in Counseling Education*, a report of a project on the "Statewide Infusion of Career Education Into the Preparation of Teachers, Counselors and Administrators," p. 48. The report, along with a number of other related reports, is available from the Interinstitutional Consortium for Career Education, 3180 Center Street NE, Salem, Oregon 97301. Also see the final report of the School Counselor and Career Education Project, *The School Counselor's Involvement in Career Education.* The report is available from the American Personnel and Guidance Association, 5203 Leesburg Pike, Suite 400, Falls Church, Virginia 22041, telephone (703) 820-4700. The person to contact is Frank Burtnett.

career education needs of special populations in an individualized manner.

Early Childhood/Parent Education. In most state education agencies there are one or more persons responsible for early childhood education (ECE) programs at the K-3 level and, often, for preschool programs as well. Typically, preschool programs are specifically designed to serve children with special needs — most often, handicapped children and children from low-income families. Many ECE programs also involve a parent education program for students at the secondary level who are interested in developing an understanding of child development and child rearing practices.

ECE programs are typically designed to assure that all students, and particularly special needs students, will be able to master the basic skills. Although ECE specialists vary from state to state, they can be instrumental in providing for the infusion of career education into a variety of regular and specialized ECE programs.

Parenting programs have several objectives in common with those of career education. In addition to helping students anticipate the responsibilities that working parents have, many of these programs are also designed to assist teenage parents (who often experience difficulty in the world of work when parenthood conflicts, as it often does, with the completion of high school). These courses are often combined with a variety of support services designed to help young parents complete high school, to work part time and to develop their parenting skills.

Career education has a great deal to offer students who are enrolled in parenting programs of this type. In addition to providing for career exploration and appropriate kinds of work experience, a career education component can also help students more effectively anticipate their future needs as parents and as working adults. Without a career education component, teenage parents run a high risk of joining those who are structurally unemployed, pressured by family responsibilities to neglect their education and training needs and, in so doing, barring themselves from many occupational and career opportunities.

State policies, then, should provide for joint planning between career education and ECE/parenting programs to (1) more effectively address special needs at the preschool and K-3 levels, (2) provide relevant information to students who are learning parenting skills and (3) more effectively address the special needs of young parents.

Curriculum Development Specialists and Specialists Concerned With Textbook Selection. State departments of education typically provide technical assistance to school districts in curriculum design and textbook selection. Both curricula and instructional materials have been developed that include career-related information in specific subject areas, although they may need modification to address the career education needs of special populations. Through technical assistance, the state education agency can provide school district personnel information about curricula and instructional materials, as well as

suggesting ways in which they might be modified or supplemented to meet special needs.

It is also possible, through technical assistance, to help school districts avoid the use of materials that perpetuate negative stereotypes. Textbooks are increasingly recognizing the multitude of roles that both men and women play in contemporary society and, increasingly, they are depicting the plurality of American culture in illustrations and photographs. Many, however, fail to mention the major historic contributions that have been made by minorities, women and handicapped individuals; few contain current information on the ongoing contributions these individuals are making now — in high level positions in government, business and the professions.

Policies at the state level should provide for linkages between career education and technical assistance in the area of curriculum design and textbook selection with the objectives of (1) encouraging the use of curricula/instruction materials that contain career-related information suited to the career education needs of special populations, and (2) discouraging the use of curricula/instruction materials that perpetuate negative stereotyping.

The State Director of Vocational Education. In many states, career education has had close ties with vocational education and vocational educators have been among the strongest supporters of the career education concept. It has been widely recognized that students will not benefit in the long run from vocational training unless that training prepares them for an occupation or career that is suitable for them. Students often take vocational courses with poorly defined career interests and little or no knowledge of the kinds of training they will need to pursue those interests. Vocational educators, as a result, are often supportive of instruction methods that will help students make better informed decisions about the kinds of courses they take.

Vocational educators also infuse career education concepts into their courses, helping students identify a number of career options that might be of interest to them. Further, vocational education, in accordance with regulations developed by the Office for Civil Rights, is currently making a major effort to meet the vocational education needs of special populations. If a career education component is included, vocational education schools and programs can help special need students explore a variety of career options as well as develop skills that will further their career interests.

Career education policies should provide for linkages between career education and vocational education around the needs of special populations to assure that vocational training expands their awareness of career options as well as providing training that is supportive of individual career interests. Such linkages should be designed to strengthen the ability of vocational education to respond more effectively to the career education and training needs of special populations.

The Agency Responsible for Statewide Planning and/or Coordination of Postsecondary Education. The college-bound student is frequently in

much the same straits as the student in vocational training — uncertain of his or her own career interests and of the combination of education and training he or she should have in given career areas that appear to be of greatest interest. Many college students graduate without having made significant progress in resolving either concern. Career education during the K-12 years can be expected to produce more purposeful college students, but professors at the postsecondary level must continue to broaden their understanding of the careers that will be increasingly available to them as they continue their education (particularly since many new career interests can be expected to result from course work at the postsecondary level).

The belief that a degree is an automatic guarantee of professional employment has been largely dispelled in recent years, yet employers continue to experience difficulty in finding qualified individuals to fill professional and mid-level management positions. Career education in postsecondary institutions allows students to select coursework that is consistent with their career interests but that also corresponds more nearly to the job requirements for many positions.

Community colleges, preprofessional and professional training programs are no less in need of career education than are liberal arts schools and programs. A person receiving legal training may not necessarily wish to be a lawyer — some may prefer a political career, a teaching career, a position in government service, etc. Professional training, in other words, can be put to many uses depending on the interests and aptitudes of the individual.

Adult education is also a part of the postsecondary system (through continuing education or lifelong learning), although some courses are offered through the public school system or other service delivery systems. Although it is reasonable to assume that most adults take courses that are related to their personal or career interests, that is not always the case. Many adults take courses to learn more about subjects that interest them and, in particular, to find out how the subject matter being taught might apply to their career interests.

For many minorities, women and handicapped persons, postsecondary and adult education are an important avenue to a satisfying career. Many need to acquire new skills or update old ones — most need assistance in recognizing the career opportunities that exist or are likely to come into existence in the near future. Career education that is responsive to the special needs of such persons is of utmost importance if they are to overcome those barriers to meaningful employment, that have typically in the past, been nearly insurmountable.

State career education policies should provide for linkages with postsecondary and adult education that encourage career education for all students and, specifically, to develop career education programs/activities that are suited to the needs of special populations.

Colleges of Education and the Agency/Board Concerned With Teacher Certification Standards. Preservice and inservice training programs are designed to acquaint teachers, counselors and administrators with the responsibilities they have to meet and to suggest methods and

techniques for meeting those responsibilities. Career education is *both* a new responsibility *and* a technique for meeting other responsibilities.

Linkages between career education, teacher training institutions and agencies or boards concerned with teacher certification can serve to strengthen preservice/inservice training programs and assure that they help prepare teachers (including special education teachers), counselors and administrators to respond effectively to the career education needs of special populations. Since career education is, in the final analysis, an instruction strategy, the ability of the classroom teacher to use it effectively is a paramount concern. The linkages between career education specialists in the department of education and individuals who are concerned with teacher preparation programs are among the most important linkages that can be provided for in state career education policies.

Director of Planning/Research/Evaluation. The question, "What are the career education needs of special populations?" has not yet been fully answered. What kinds of careers might be of interest to a mentally retarded child? What kinds of limitations are realistic (as opposed to limitations that have come about because of stereotyping, attitudes and traditions)? What kinds of career education efforts meet the needs of disadvantaged rural children? Or migrant children? How can television be used to meet some of the career education needs of special populations?

In any state, unique situations at the local level will add to the difficulty of responding effectively to special needs populations and some modification of existing career education materials may be necessary if they are to be responsive to the needs of special populations. Experimental programs will be needed to determine which of several approaches seem to be most effective.

The need to develop new approaches and modify existing ones, so that they are responsive and sensitive to special needs populations in varying circumstances, represents a major challenge for career education. In states that have offices or units designed to assist with planning, implementing and evaluating new education programs or techniques, assistance may be available in conducting experimental career education activities and programs for special needs populations. In some cases it may also be possible to infuse a career education component into other ongoing experimental programs.

State career education policy should provide for the development, implementation and evaluation of experimental career education programs and activities for special needs populations. Linkages should be established with agencies or units that could facilitate research on the career education needs of special populations.

This chapter has dealt with linkages that should be established between career education and other agencies or units, and discussed the value of forming such linkages as a means of meeting the career education needs of special populations as well as the student population as a whole. They constitute a minimum — in

the chapters that follow, other linkages are identified that would also result in a stronger career education orientation for students with special needs.

The relationships described in this chapter are viewed as basic — they would improve the total education offering as well as encourage a more sensitive responsiveness to children with special needs. If additional linkages were established as described in the following chapters, the net effect would be the weaving together of many disjointed programs and services — all designed to meet the needs of special populations — around a common core (career education). The pervasive nature of career education, as an instruction strategy, makes it possible for it to serve as an organizing factor to a far greater extent than might be the case with other education concepts or techniques.

Resources

Office of Career Education, Office of Education, DHEW, Room 3100, Regional Office Building No. 3, 7th and D Streets, SW, Washington, D.C. 20202, telephone (202) 245-2331.

The Office of Career Education was established under the Special Projects Act of the Education Amendments of 1974 (Title IV of P.L. 93-380). In addition to receiving responsibility for implementing broad policy mandates (to further the concept of career education in the nation's schools) the office was made responsible for (1) demonstration grants and (2) grants to states to encourage statewide planning activity. The office now, however, is responsible for administering implementation grants to states under the provisions of P.L. 95-207, the Career Education Incentive Act of 1977. (A description of P.L. 95-207 and its full text appear in ECS Report No. 118, *Legislating for Career Education: A Handbook for State Policy Makers.*)

Since its inception the Office of Career Education has provided leadership and assistance to the states in designing and implementing career education initiatives. As a result there is available from the office a variety of information, resources and materials of particular relevance to state policy makers. The office has made available a series of monographs dealing with different aspects of career education implementation and also provides information on the numerous demonstration projects funded under the Special Projects Act. (This information is largely available through the ERIC system.) It should be noted that many of the demonstration projects funded were specifically concerned with meeting the career education needs of special populations.

Education Commission of the States (ECS), 1860 Lincoln Street, Suite 300, Denver, Colorado 80295, telephone (303) 830-3600.

Through the work of the ECS Task Force on Career Education, the commission has available a series of reports (including this one), dealing

with different aspects of state policy and legislation in the area of career education (see footnote, page 2). These reports are available from the commission at no charge.

The Career Education Task Force began its work in the fall of 1977 and officially completed its work in 1979. The commission, however, continues to provide limited technical assistance to the states in addition to making the task force publications available. The person to contact is Carol Andersen.

In addition the commission makes available the findings of the National Assessment of Educational Progress (NAEP), which is housed within ECS. In December 1976 NAEP reported the findings of their first assessment of the career and occupational development of America's 9-, 13-, 17-year-olds and young adults, aged 26-35. NAEP has published a brochure summarizing the information from the assessment and has developed a kit of materials that can be used in a variety of ways (for example, to compare the performance of individual students with national performance levels as part or all of a career education needs assessment). The person to contact at NAEP is Wayne Martin at the ECS address.

National Association of State Boards of Education (NASBE), 526 Hall of the States, Room 256, 444 N. Capitol Street, NW, Washington, D.C. 20001, telephone (202) 624-5845.

The National Association of State Boards of Education has published a number of documents in the area of career education, including *Career Education: A Compilation of State Boards of Education Policies, Rules, Regulations and Statutes.* They have also provided each state career education coordinator with a packet containing two filmstrips and a manual concerned with major policy issues and steps for resolving them. An executive summary of the contents of the packet, *A Comprehensive Approach to Policy-Making in Career Education,* is available from NASBE.

The association also provides limited technical assistance on request and has a toll-free number, (800) 424-9597. The person to contact at NASBE is Anne Radford.

American Institutes for Research (AIR), P.O. Box 1113, Palo Alto, California 94302, telephone (415) 493-3550.

AIR has conducted a nationwide search for exemplary career education programs designed to combat stereotyping on the basis of sex, race or handicap and has (fall 1979) conducted a national conference on the topic involving state career education coordinators and representatives of national organizations concerned with combating stereotyping. During 1980 AIR will offer technical assistance to states conducting statewide and regional conferences and will publish two volumes, one describing programs to combat sex, race and handicap stereotyping in career choice; the other describing related classroom activities. Laurie Harrison is directing this effort and she can be reached at the AIR number, extension 236.

Office of Current Employment Analysis, Bureau of Labor Statistics, Washington, D.C. 20212, telephone (202) 523-1959.

Located within the Department of Labor the Office of Current Employment Analysis provides statistical data on the employment status of special needs populations, as well as periodic special reports and indepth analyses of the current status of these groups. The Department of Labor also publishes *Monthly Labor Review*, which provides up-to-date information on labor market conditions in an interesting and readable format. (Statistical information is not, however, typically available on a state-by-state basis.) It is available from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, at a cost of $18 per year.

National Commission for Employment Policy, 1522 K Street, NW, Washington, D. C. 20005, telephone (202) 724-1545.

Mandated by the CETA legislation, the 15-member commission is also located within the Department of Labor. Its purpose is "examining broad issues of development, coordination and administration of employment and training programs and . . . advising the President and the Congress on national employment and training issues" (Sec. 501).

The commission develops annual reports dealing with topics of current concern. A recent commission report (April 1980) is concerned with youth unemployment (*Expanding Employment Opportunities for Disadvantaged Youth*). In addition to its annual report — which provides the basis for the development of recommendations to the President and the Congress — the commission also provides special reports on issues of immediate concern and, also, proceedings from conferences dealing with special issue areas. The staff of the commission provides information and assistance on request.

National Center for Education Statistics (NCES), 400 Maryland Avenue, SW, Washington, D.C. 20202, telephone (202) 245-8704.

NCES collects a wide range of information on education and education-related topics. Its annual report, *The Condition of Education*, contains information, for example, on education and work (i.e., labor force participation and unemployment of young adults, college graduates in major occupations, job satisfaction of young adult workers, etc.), and data on other closely related topics. A substantial amount of data is available on special needs populations.

The Private Sector

At the state level a variety of mechanisms are in place to provide for the involvement of the private sector in the development of education/work policies and programs. Some of them will be discussed in the chapters that follow.

Typically, states have established state career education advisory councils that include representatives of the private sector in their membership. Among their primary purposes is that of enlisting the

support of the private sector for career education initiatives in the state (see ECS Report No. 117, *Collaboration in State Career Education Policy Development: The Role of Business, Industry and Labor*).

The private sector has made a significant contribution to career education and is continuing to do so. In addition to contributing financial support, businesses and organizations — including labor organizations — have contributed the time and talent of their employees and have developed materials of direct relevance to career education efforts. An ongoing objective of state policy makers should be that of assuring that these resources are fully utilized.

Women, Education and Work

The position of women throughout the history of the human race has been primarily one of dependency — for reasons that were fundamental to nearly every form of social and economic arrangement that has been devised to sustain human existence. The role of daughter, wife and mother were, for the vast majority of women, roles that resulted in a necessary dependence on men. It is only in recent times that a cash economy, mass production and modern technology have allowed women, in significant numbers, to assume a degree of independence.

It is not unusual, however, for realities to lag well behind potential during periods of social, economic and technological change. While many women have achieved a degree of economic independence, stereotyped behavior, based on long-standing traditions and beliefs, have relegated the majority of women to low-paying, low-status jobs and continue to effectively bar them from contributing to modern society in many spheres of activity.

In 1979 the unemployment rate for white females, age 16 and over, was 5.9 percent; for minority females, it was 12.3 percent. The comparable rate for males was 4.4 percent and 10.3 percent, respectively. Yet these figures "still mask the human cost of unemployment to jobless Americans and their families. For example one sharp difference between female and male heads-of-households is that the former are poor. In 1978 a record one in seven families was headed by a woman. The proportion of these families who live in poverty — 1 in 3 — far outnumbers the proportion of husband-wife families in poverty — 1 in 18.[10]

The women and children who live in poverty are, however, only one dimension of the problem. It has long been recognized that society can ill afford to allocate over 50 percent of its intellectual capacity to domestic service. John Stuart Mill writing 110 years ago on "The Subjugation of Women," noted that ". . . what in unenlightened societies, coulour, race, religion, or in the case of a conquered country, nationality, are to some men, sex is to all

[10]Report of the Joint Economic Committee, U.S. Congress, *The Effects of Structural Unemployment and Training Programs on Inflation and Unemployment*, Report No. 96-51, Washington, D.C., 1979, p. 3.

women; a peremptory exclusion from almost all honourable occupations. . . ." And he predicted that the problems associated with such exclusions would ". . . be even more frequent as increased cultivation creates a greater and greater disproportion between the ideas and faculties of women and the scope which society allows to their activity."[11]

In 1979 Senator Edward Kennedy noted, as he introduced legislation designed to maximize the potential contribution of women in scientific and technical fields[12]

> The proportion of women earning doctoral degrees in science is no greater in 1979 than it was in the 1920s.
>
> Only one-tenth of one percent of engineers are women. Only two percent of physicists are women. Only five percent of chemists are women.
>
> Women seeking scientific and technical careers are experiencing unemployment rates three to five times higher than those of their male colleagues.
>
> Those women who are employed in scientific and technological careers earn less than men in every field, at every degree level, at every level of experience, and in every employment setting.

It has also long been recognized that the education and training that girls and women receive must change if these kinds of statistics are to improve appreciably in the foreseeable future. Not only must women shift toward courses that help prepare them for professional or technical positions (for example, science and math courses), they must also shift toward vocational training programs that will prepare them for more skilled, higher paying occupations. As has already been noted, both men and women can be expected to benefit from an education program that better prepares them to meet the competing demands of career and family responsibilities.

Some change appears to be taking place. According to a recent (1979) study by the National Assessment of Educational Progress, 12th-grade students are affected by such variables as their attitudes toward math, their career and academic aspirations and the influence of parents and teachers in determining whether or not to take math courses — whereas "sex-role stereotyping does

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[11] Alice S. Rossi, ed., *Essays on Sex Equity* (Chicago: The University of Chicago Press) 1970, pp. 241-42.

[12] S. 568, Women in Science and Technology Equal Opportunity Act was introduced on March 7, 1979 and referred to the Committee on Human Resources. (See the *Congressional Record*, March 7, 1979, p. S2198.) Hearings on the bill were held in March 1980.

not seem to have much effect on whether or not men or women take mathematics." The data also indicate that the gap between male and female participation in advanced math courses may be diminishing.[13]

In vocational training programs women are gradually entering traditionally male courses according to a study by the Project on Equal Education Rights of the NOW Legal Defense and Education Fund.[14] In the period from 1972 to 1979 the participation of women in such courses rose from 6 to 11 percent.

The fact that changes are indeed taking place can be attributed, at least in part, to numerous, intensive efforts at the local, state and national levels to combat sex stereotyping/socialization, to interest female students in a wider variety of careers than women have typically been involved in, and to encourage them to enter the education and training programs most appropriate to their interests and needs. These initiatives are too numerous to include in a report of this kind, and the reader is invited to contact the resource persons listed at the end of the chapter for further information.

The fact that there are a great many specialized programs in existence designed to bring about a greater degree of sex equity in education and employment represents a challenge to policy makers who wish to achieve a degree of coordination between such programs and ongoing career education initiatives. Some of the primary focal points for program and planning initiatives related to sex equity follow in the paragraphs below but in each state there are certain to be other individuals, agencies and organizations that should also be included in such a list. Thus, the individuals or groups listed should be thought of as primary sources that, in turn, will be able to provide further information about others who should be included in the development of a comprehensive career education policy.

Title IX Coordinator. One of the major focal points of programs concerned with sex equity in education is the person or persons concerned with the implementation of Title IX of the Education

[13] Jane Armstrong and Stuart R. Kahl, *A National Assessment of Performance and Participation of Women in Mathematics*, Final Report to the National Institute of Education (Denver, Colo.: Education Commission of the States) 1979.

[14] "Back-To-School Line-Up: Where Girls and Women Stand in Education Today," Project on Equal Education Rights (PEER), NOW Legal Defense Fund, Washington, D.C., Sept. 1979.

Amendments of 1972.[15] Title IX prohibits discrimination on the basis of sex on the part of any education organization or agency (including state and local education agencies) that receive federal funds and requires that each such agency or organization designate an employee to be responsible for coordinating efforts to implement the provisions of the law.

That person is normally referred to as "the Title IX Coordinator," and is also the person typically responsible for overseeing the implementation of all programs, services and activities designed to improve sex equity in education — whether they originate from state or federal legislation or from other initiatives (such as state board of education rulings, the regulations of the state education agency, etc.). As a result of these often varied responsibilities, the Title IX Coordinator is both a source of information and a person who can provide for the infusion of career education into numerous ongoing activities specifically designed to provide for greater sex equity in education.

In developing linkages between career education and sex equity initiatives, policy makers can provide for mutually supportive relationships by assuring that the resources, techniques and strategies developed in each are integrated, complementary and mutually reinforcing. An examination of commonly held objectives, such as combating the negative effects of sex stereotyping or helping female students make careful decisions about their coursework and training options, can and should facilitate joint planning activities and resource/information sharing in areas of mutual concern.

State Advisory Council on Vocational Education (and Professional Staff). The federal Vocational Education Amendments of 1976 place a strong emphasis on providing vocational training for students with special needs, with one of its major thrusts that of eliminating sex discrimination and sex stereotyping in vocational education.[16] The law provides for an appropriate representation of women on the mandated state advisory council on vocational education, including one who is experienced in employment and training programs and knowledgeable about problems resulting from sex discrimination/stereotyping (45 CFR 104.92 [17]). Further, the law provides that $50,000 be reserved by each state to provide for full-time personnel to eliminate sex discrimination and sex stereotyping in vocational education (45 CFR 104.72-104.76). In each state there is a full-time sex equity coordinator for vocational education with responsibilities that are similar to those of the Title IX Coordinator.

Guidelines promulgated by the Office for Civil Rights, DHEW, governing the elimination of discrimination in vocational education programs on the basis of sex (and also race, color, national origin and

[15] Title IX is enforced by the Office for Civil Rights, DHEW. The regulations interpreting and implementing the law are located in 45 CFR 86, (*Federal Register*, Vol. 40, No. 108, June 4, 1975, pp. 24128-24145).

[16] The guidelines covering the Vocational Education Amendments of 1976 appear in the Oct. 3, 1977 *Federal Register*, Vol. 42, No. 191, pp. 53822-53891.

handicap) requires states to not "require, approve or engage in" programs that are unlawfully discriminatory — and to monitor vocational education programs receiving federal funds for compliance with federal civil rights requirements.[17] States are required to develop compliance plans to assure that discrimination will be identified and remedied and to provide technical assistance to "sub-recipients," (i.e., local education agencies, vocational training schools, etc.).

Every state, then, is mandated to bring about changes in prevailing practices that will assure that students are not affected by sex discrimination or stereotyping in selecting or participating in vocational training programs. In every state there are at least two persons (one member of the state advisory council and at least one full-time staff person) who bear major responsibility for implementing these requirements. State policy makers should provide for a close and continuing relationship between career education initiatives and those designed by such individuals to implement federal requirements prohibiting sex discrimination/stereotyping in vocational education.

State Commission on Women. Many states have provided for a commission or task force, advisory council, etc., to study the needs of women in the state and to develop recommendations for meeting those needs. Where such commissions are active, the career education needs of women should be reviewed, within the context of meeting the education and employment needs of women — and the findings and recommendations of the commission should be brought to bear on the development of the state plan for career education.

State policy, then, may include provisions designed to provide information and staff support to such a commission to facilitate its review of the career education needs of women, and may also provide that the state plan for career education reflect the findings and recommendations of the commission.

Resources

Math/Science Resource Center, Mills College, Oakland, California 94613, telephone (415) 635-5074.

The Math/Science Resource Center coordinates and disseminates materials and information of interest to students, parents, educators and professional scientists, engineers and technicians. The center assists program planners in identifying people and resources to promote the participation of women in math and science and, also, encourages their entry into nontraditional occupations. The director of the center is Joanne Koltnow.

Project on Equal Education Rights (PEER), the NOW Legal Defense and Education Fund, 1112 Thirteenth Street, NW, Washington, D.C. 20005, telephone (202) 332-7337.

[17]The OCR guidelines appear in the March 21, 1979 *Federal Register*, Vol. 44, No. 56, pp. 17162-17175.

A publisher of information on sex equity issues, PEER publications provide current information on Title IX and sex equity in the schools. The project also publishes a newsletter, *Peer Perspective.*

In addition to conducting studies and developing reports on various topics (see for example, footnote on page 21), PEER also provides assistance to states and localities in the implementation of sex equity programs and initiatives.

Women's Educational Equity Communications Network (WEECN), Far West Laboratory, 1855 Folsom Street, San Francisco, California 94103, telephone (415) 565-3032.

A source of information and assistance, WEECN serves as both a clearinghouse and a publisher concerned with education equity for women. One WEECN publication, specifically designed for legislators, contains a listing of sources of policy-related information and statistical data in 10 topic areas.

WEECN responds to information requests and includes computer searches among its services. A computerized data base has been developed that can be readily accessed for information, abstracts, referrals, etc. A newsletter, *Network News and Notes*, is also available.

The Private Sector.

Numerous sources within the private sector provide information, assistance and instruction materials designed to encourage women to consider nontraditional careers. For example, the Bell Telephone System provides student handbooks, a speaker's bureau and films under a program entitled "A World for Women in Engineering." Information on the program is available from local education representatives of the Bell Telephone System.

Community Resources.

Many organizations and community groups have developed materials and resources for career education activities in response to the emphasis in the career education movement on community involvement. Girl Scouts of the U.S.A., for example, has developed "From Dreams to Reality: A Career Exploration Program," which includes games, activities and books. The program can be integrated with school programs and career education activities. For further information contact Girl Scouts of the U.S.A., Program Department, 830 Third Avenue, New York, N.Y. 10022. (Also see Kenneth B. Hoyt, *Exploring Division Boy Scouts of America, Girl Scouts of the U.S.A., and Career Education*, from the Office of Career Education monograph series described on page 15).

Education Development Center (EDC), 55 Chapel Street, Newton, Massachusetts 02160, telephone (617) 969-7100.

A clearinghouse/dissemination center, designed to disseminate information on projects and activities funded under the Women's Educational Equity Act, is located at EDC. In addition to providing information on individual projects, the clearinghouse disseminates copies of materials and information developed by those projects. The clearinghouse is affiliated with the Wellesley College Center for Research on Women in Higher Education and the Professions. A toll-free number provides easy access, (800) 225-3088. Information on WEEA implementation activities is also available from the Women's Program Staff, Room 2147, 400 Maryland Avenue, SW, Washington, D. C. 20202, telephone (202) 245-2147.

National Center for Research in Vocational Education (NCRVE), Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210.

NCRVE has contributed a number of publications to the literature concerned with sex fairness — primarily in the area of vocational education, but also in the area of career education. Most recently, the center has published a four volume series, *Career Planning Programs for Women Employees*, which includes a literature review, a survey of Fortune 500 corporations and approximately 1,200 community and junior colleges; and program information, including information on prototype programs. NCRVE also provides assistance to states in this area.

Further information is available from Louise Vetter, Sex Fairness Program Director, at the NCRVE address. The toll-free number is (800) 848-4815.

Resource Center for Sex Equity, Council of Chief State School Officers, 400 N. Capitol Street, NW, Room 379, Washington, D.C. 20001, telephone (202) 624-7757.

Housed within the organizational structure of the Council of Chief State School Officers (CCSSO), the Resource Center provides technical assistance, publications, materials and information to interested individuals — as well as keeping chief state school officers informed of ongiong activities and developments in this area. They are currently, in association with the National Association of State Boards of Education (NASBE), providing assistance to members of state boards of education.

Women's Law Fund, Inc., 1621 Euclid Avenue, Cleveland, Ohio 44115, telephone (216) 621-3443.

Funded by the Ford Foundation, the Women's Law Fund is primarily concerned with the litigation of cases of sex discrimination in the areas, primarily, of employment, housing, education and government benefits. The executive director is Charles Guerriere. The fund also provides current information on major cases as requested and in addition provides limited assistance in the area of public information (i.e., speeches, conference planning, etc.)

Women's Bureau, Department of Labor, Office of the Secretary, 200 Constitution Avenue, NW, Washington, D.C. 20010, telephone (202) 523-1959.

The Women's Bureau disseminates publications and statistical information concerned with the economic and employment status of women. The bureau's primary goal is to improve economic and employment conditions for women and it encourages the development of policies and programs designed to meet that objective. The bureau makes available information concerned with the needs of minority women, women offenders, displaced homemakers, etc., in general, of groups of women with special needs.

Project on the Status and Education of Women, American Association of American Colleges, 1818 R Street, NW, Washington, D.C. 20009, telephone (202) 387-1300.

Concerned with the status of women in higher education, the project receives its funding from the Carnegie Corporation of New York and the Ford Foundation. It provides an information clearinghouse, works with institutions, government agencies and other groups that affect women in higher education, and produces a variety of publications. A quarterly, 16-page newsletter, *On Campus With Women*, is also available (at no charge).

The National Advisory Council on Women's Educational Programs, 1832 M Street, NW, Washington, D.C. 20036, telephone (202) 653-5848.

Created by the Amendments of 1978 to the Women's Educational Equity Act, the council develops recommendations on legislation and regulations for the President and Congress. In addition to providing information and assistance on request, the council also conducts topical conferences. Its 20 members are Presidential appointees.

The Subcultures of Poverty

If Americans have just cause for taking pride in the diversity that exists within the nation's borders, they also have cause for concern. As with women, many Americans who are culturally, racially or linguistically "different" remain in cul-de-sacs of poverty to an extent that is inconsistent with the promise of equality of opportunity.

It is widely recognized that the children of some minority groups frequently experience serious difficulty in adapting to the demands of the traditional classroom. Language barriers and, in some cases, very different customs and beliefs, leave these children in the position of not fully understanding many ideas that the majority appear to take for granted; many do not have the verbal skills in English necessary to bring about a correct understanding of information or ideas that are "foreign" to them. The classic cycle that begins with educational failure, proceeds to low-paying jobs and an impoverished existence and closes, full circle, with the birth of a new generation of children likely to experience difficulty in the classroom setting, is far too well known to require further discussion.

While it may be appropriate to blame attitudes for the problem, it is a case of oversimplification to do so. In recent years researchers have documented a multifaceted configuration of variables that can be correlated with learning problems and that are often only compounded as the student proceeds through the education system and, often prematurely, into the job market. Grouped under the general heading of "disadvantagement," the numerous factors that may or may not contribute to learning problems are receiving careful study and remediation programs are becoming increasingly available.

The Impact of Poverty

One of the most prevalent of these factors is poverty itself. Poverty is equated with a low income, but a low income is not necessarily equivalent to emotional or intellectual deprivation. These might be thought of as secondary effects of poverty when

parents do not themselves have an adequate education or lack the physical or emotional resources to prevent them.

One typical result is a relatively limited exposure to the adult workplace; another is, frequently, a sense of helplessness with respect to the future. Children who live an impoverished existence are often in daily contact with the unemployed and with adults who are unable to meet the costs of housing, transportation, food and clothing. The impact of these associations is a subtle one that is seldom balanced, during the early years, with concrete experiences that might offset it. Exposure to television and advertising may add to the problem by convincing children that the average American lives in luxurious surroundings and that poverty is reserved for an isolated, exceptional few. The idea of "upward mobility" is not a credible one when the typical lifestyle of middle-class America has never been observed, either first hand or through the popular media.

These kinds of misconceptions can be corrected with appropriate kinds of interventions, including career education. It has already been pointed out that career education techniques can be employed by classroom teachers, working collaboratively with employers, labor and community leaders, to instill in children a sense of optimism about their futures by helping them to visualize themselves in a variety of work settings that are both interesting and personally rewarding.

More important, however, career education is a tool that educators can use to interest students at all ages in the development of basic skills. Innumerable games have been developed to make learning entertaining; television has been used successfully to do the same thing. Children, also, however, can benefit from a balanced approach that helps them recognize the inherent value of an education and of having a facility with basic skills. Achieving a high level of competence in communication and computation *can* be fun — it is also essential to future success in learning and employment and, in fact, in breaking out of the poverty cycle. Disadvantaged children have much to gain from watching and listening to working adults who have learned to make good use of their communication and computation skills.

Most of the programs designed to respond to the problems brought about by poverty are termed "compensatory" education programs, and many of them, directly or indirectly, emphasize basic skill development. Financed primarily through Title I of the Elementary and Secondary Education Act (ESEA), compensatory

education programs are located in "target schools" — schools that have heavy concentrations of children from low-income families.[18] Title I programs are buttressed by a number of federal, state and local programs for disadvantaged students.[19] In the majority of states some kind of "minimal competency" mandate has also brought about new initiatives designed to improve performance in the basic skills (and, often, in "life" skills, employment skills, or other skills viewed as essential to success in the adult world.)

At the secondary level a number of programs are in existence designed to prevent at-risk students from dropping out of school. (It has been estimated that, nationally, the dropout rate is 25 percent — in some areas, such as New York City, the rate is estimated to be 45 percent.) Many of these, such as alternative education programs, are specifically designed to help students develop basic skills while they gain some work experience — providing a bridge between school and work that also includes sufficient training to help the student succeed on the job.[20]

Of particular interest to educators at the state level, however, are those provisions of the Comprehensive Employment and Training Act (CETA) that provide for joint planning between employment/training agencies and school districts for programs for low-income youth. Nestled into the conglomerate of programs that are funded under the CETA legislation is Title IV, the Youth Employment

[18]It is interesting to note that the Carter Administration has developed legislation designed to provide additional funds for education programs for disadvantaged secondary students. Typically, most Title I funds are used for elementary school programs but, in recognition of the fact that many secondary students have serious deficiencies in the basic skills, the Administration is proposing that programs be funded to also serve this group.

[19]Among these programs, for example, is Title II of ESEA (Basic Skills Improvement), which provides funds to states to, among other things, "develop comprehensive and systematic statewide plans for improving achievement in the basic skills . . . " (Part B, Sec. 221[1]).

[20]Some programs with similar objectives and approaches are funded through corrections agencies. These programs are typically targeted toward students who have come into contact with the juvenile justice system and are designed to help them complete high school, enter the labor force and, at the same time, avoid further contact with the corrections system. The primary source of funds for such programs, at the federal level, is the Law Enforcement Assistance Administration, which also provides grants directly to schools for dropout prevention programs. The guidelines for school programs appear in the Feb. 13, 1980 *Federal Register*, pp. 9830-9837. For further information contact Monserrate Diaz, Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration, 633 Indiana Ave. NW, Washington, D.C. 20531, telephone (202) 724-7755.

and Demonstration Projects Act (YEDPA) which, in turn, provides for a set of programs designed to help young adults successfully enter the labor market.

While all of these programs are potentially of interest as means of strengthening or supplementing career education initiatives, the program that specifically calls for joint planning between CETA prime sponsors[21] and school districts is the Youth Employment and Training Program (YETP). YETP, which was funded at approximately $500 million in fiscal 1979 and at $792 million in 1980, includes provisions that require prime sponsors to reserve not less than 22 percent of their allotments[22] for joint programs with school districts to provide services for CETA eligible youth designed to help them complete high school and successfully enter the work force.

Because of the major differences between the two delivery systems (the education system and the CETA system of prime sponsors), there have been serious obstacles, since 1977 when YEDPA was enacted, to the development of jointly planned programs and services for CETA-eligible youth. The relative newness of these efforts, the highly decentralized prime sponsor structure and the uniqueness of state/local school systems, all tend to limit the possibility of providing a general analysis of how programs/services are being planned/implemented, and few comprehensive analyses are presently available.

It is apparent, however, that responsibility for joint planning activities has been assumed, in most instances, by vocational educators working, in some states/localities, with career education

[21] CETA funds are expended through "prime sponsors," typically units of state or local government, in an attempt to insure the use of funds is responsive to state/local needs. They, in turn, are often subcontracted to agencies, organizations, etc., that can provide services to unemployed low-income persons ("CETA eligibles"). There are approximately 450 prime sponsors in the United States overseeing the expenditure of some $8 billion (FY 1979).

[22] Prime sponsors receive 75 percent of the amount allocated under YETP (approximately $519 million in fiscal 1980). Thus, the 22 percent setaside amounted to approximately $114 million, at a minimum, for the year. The law provides that these funds shall be "used for programs for in-school youth carried out pursuant to agreements between prime sponsors and local education agencies. Each such agreement shall describe in detail the employment opportunities and appropriate training and supportive services which shall be provided to eligible participants who are enrolled or who agree to enroll in a full-time program leading to a secondary school diploma, a junior or community college degree, or a technical trade school certificate of completion" (Sec. 433[d]).

coordinators. Clearly, career education is one means of involving the greater resources of the school system and the community in providing support for jointly planned programs and, conversely, such programs can provide for a further extension of career education for low-income youth.

Most important, however, the addition of career education in CETA programs for inschool youth can lead to programs/services that are supportive of the individual student's education program and developing career interests. Without a career education component, such programs/services could be nothing more than another means of tracking low-income students into low-paying jobs that are of no real interest to the student and have little or no career potential.

It should be noted that there are several provisions of the CETA legislation that are designed to promote, at the state level, coordination between the education system and CETA prime sponsors.[23] There are also provisions that are designed to provide for the involvement of career education in coordinative efforts.[24] These provisions recognize the role of the governor as central in providing for coordination by providing discretionary funds to the governor for that purpose. In addition, the governor's office serves

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[23]For example, Sec. 105 requires each state to submit a "governor's coordination and special services plan" that provides for, among other things, "coordinating all employment and training, education and related services provided by the state, by prime sponsors, by state education agencies and other appropriate institutions of vocational and higher education, state and local public assistance agencies, and by other providers of such services within the state" (Sec. 105[b][1]). Sec. 202(d) provides that one percent of the funds available under Title II of the Act "shall be available to the Governor of each state . . . for encouraging coordination and establishing linkages between prime sponsors and appropriate educational agencies and institutions, and institutions providing training programs which are approved by the Secretary, and for services for eligible participants delivered jointly by employment and training agencies and appropriate educational agencies and institutions."

[24]The legislation requires governors to develop a statewide youth services plan and reserves five percent of the state's YETP allocation for the provision of services under the plan. These funds are to be used, among other things, for such purposes "as providing for the establishment of cooperative efforts between state and local institutions, including (A) occupational and career guidance and counseling and placement services for in-school and out-of-school youth and (B) coordination of statewide activities carried out under the Career Education Incentive Act" (Sec. 433[c][3]). Further, applicants must provide assurances that in the implementation of programs under YETP, "there will be coordination, to the extent feasible, with activities conducted under the Career Education Incentive Act" (Sec. 436[a][4]).

as the balance-of-state prime sponsor for those areas of the state that are not served by a local prime sponsor. These activities, coordinative and balance-of-state programs, are overseen by a state employment and training council (SETC) which is required by the law (Sec. 110).

Cultural and Linguistic Barriers

These programs, from Title I of ESEA to YETP, are designed to meet the needs of students who have been adversely affected by poverty. Since they are targeted to serve low-income people, they automatically serve many minorities who are among the poorest of all Americans. By providing assistance in the development of basic skills and, later, employability skills, these kinds of programs address some of the most critical problems that many minority students have.

It is also true, however, that many minority students are affected by cultural/linguistic differences that constitute an education handicap for them. Native Americans, as a minority group, are most seriously affected.

> More than 800,000 Indians, Eskimos and Aleuts live in the United States. Approximately 50 to 60 percent live outside reservations, many of them in rural settlements or in small towns near reservations. According to the 1970 census Indian males earn an estimated median income of $3,506 and Indian females $1,697 annually. The income figure for Indian males is slightly more than one-half the non-Indian median income of $6,614, while the Indian female earned less than three-fourths the income of the non-Indian female.
>
> Widespread poverty surrounds Indians. It is estimated that one-half of reservation Indians and one-third of all Indians live in poverty. Compared to statistics for the total nation, poverty among reservation Indians is four times greater; for all Indians, poverty is three times greater. Of all reservation Indians living in poverty, nearly one-half are under age 18 and one-third under age 9.
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> Unemployment figures for Indians are discouraging. For instance, among seven states that have 25,000 or more Indians, the unemployment rate for Indians varies from 23 percent in Oklahoma (85,228 unemployed Indians) to 63 percent in Alaska (61,026). When compared to unemployment rates of other disadvantaged minority groups in the United States with one to seven years of schooling, Indians rank behind Blacks and Chicanos, with an unemployment rate double that of either group. Indians with vocational training have a higher unemployment rate than either Blacks or Chicanos who do not have this training.
>
> Indians also lag behind non-Indians in education attainment, with slightly more than 33 percent having only an elementary education or less. Only 3.5 percent of all Indian men and 2.5 percent of Indian

> women have four years or more of college, and for reservation Indians the figures are even lower. Nearly one-half of all reservation Indians have only an elementary education or less, and as they advance through the education process, Indian students tend to fall further behind non-Indian students in achievement. Recent statistics indicate that the dropout rate among Indians remains high for both reservation and nonreservation Indian students. Proportionately fewer Indian high school students graduate than do non-Indian students.[25]

A grim picture, but not an entirely unique one. Throughout 1979 the unemployment rate for minorities was approximately double that of white Americans. In November 1979 the unemployment rate for minority teenagers, age 16-19, stood at 33.1 percent according to the Bureau of Labor Statistics.

The education performance levels of minority students is lower than that of white students. According to the National Assessment of Educational Progress[26] minority students consistently score below national medians in science, writing, citizenship, reading, literature, music, social studies and mathematics — in every area in which an assessment has been conducted since 1969.

Several court decisions are worth noting in this context. On the one hand, a recent decision of a federal district court in Florida (July 12, 1979) barred that state, for a four-year period, from implementing a requirement that students who could not pass the new state literacy test be denied a high school diploma (*Debra P. v. Turlington*, 474 F. Supp. 224 [M.D. Fla., 1979]). In the first administration of the test, a disproportionately large number of black students failed and the court found that the test "carried forward the effects of past discrimination against Florida's black students. . . ."[27] The court also found that "the evidence and ratios of passage of (the test), both numerically and proportionately, indicate that race more than any other factor, including socio-economic status, is a predictor of success on the test," and that "black school children still wear the badge of their old deprivation-underachievement."

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[25] *Indian Education: Involvement of Federal, State and Tribal Governments*, Report No. 135 (Denver, Colo.: Education Commission of the States) pp. 1-2. This report was published in October 1980 and is available from ECS.

[26] The National Assessment of Educational Progress is housed within the Education Commission of the States. It monitors changes in education performance nationwide in a variety of subject areas. Information on the assessment process, findings and a publications list are available from the NAEP public information officer at the ECS address.

[27] See the November 1979 issue of *Footnotes*, a newsletter from the ECS Law and Education Center.

While this case points to past discrimination as a cause of underachievement for black students (with the establishment of a unitary, racially integrated school system as the long-range solution), another recent finding suggests that language barriers may also affect the educational achievement of black students. Also on July 12, 1979 in another U.S. District Court (in Michigan), the court found that "the evidence suggests clearly that no matter how well intentioned the teachers are, they are not likely to be successful in overcoming the language barrier caused by their failure to take into account the home language system, unless they are helped by the defendant (the Ann Arbor School District Board) to recognize the existence of the language system used by the children in their home community and to use that knowledge as a way of helping the children to learn to read standard English," (*Martin Luther King Junior Elementary School Children, et al., v. Ann Arbor School District Board,*____ F. Supp. ____ [e.d. Mich. 1979]).

The court specifically pointed out that "A language barrier develops when teachers, in helping the child to switch from the home ('black English') language to standard English, refuse to admit the existence of a language that is the acceptable way of talking in his local community." This finding was held to be true in spite of the fact that the home language spoken was not a "foreign" language but an English language dialect. "The plaintiff children do speak at home and in their local community a language that is not itself a language barrier. It is not a barrier to understanding in the classroom. It becomes a language barrier when the teachers do not take it into account in teaching English."

For the majority of Hispanic and Native American students, language is, in and of itself, a barrier to educational achievement.

> The language problem cannot be ignored in any consideration of persons of Spanish origin. In order to succeed in society at large, the members of every group in the United States have had to accept English as their first language. Yet Spanish is the mother tongue of more than three million of the over 4.5 million persons with a Spanish surname in five southwestern states. It is the mother tongue of over 90 percent of the nation's Puerto Ricans.
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> In the study made of the Survey of Language Supplement to the July 1975 Current Population Survey, Dr. Dorothy Waggoner, National Center for Education Statistics, Department of Health, Education and Welfare, found that 'Teenagers, aged 14 to 18, who usually speak

languages other than English were nearly three times as likely not to be enrolled in schools as teenagers whose usual language is English.' "[28]

For Native Americans the problem of language is indeed complex. While there are perhaps half a dozen variations of Spanish being spoken in the United States today, there are several hundred different languages being spoken by Native American tribal groups. In a given school district some 50 or more tribes may be represented speaking a wide variety of distinct languages.

School districts with scattered populations of students who speak different languages and are the product of different cultures obviously have major challenges to meet in providing an education program that is, on the one hand, responsive to the collective needs of the population as a whole and, on the other hand, still responsive to individual needs. Throughout most of the nation's history, emphasis has been placed on collective needs as influxes of immigrants were assimilated into the American mainstream. Education policy, in accordance with the "melting pot" theory, was typically designed to promote assimilation and individual differences were typically minimized.

It is increasingly being recognized, however, that when minority students are clustered in a school district and are experiencing learning problems as a result of linguistic/cultural differences, an effort must be made by the schools to address their special needs. Most notable in this regard is the U.S. Supreme Court decision in *Lau v. Nichols:*

> (The) obvious exclusion of non-English speaking students from "English only" school curriculum was recognized by the Supreme Court in *Lau v. Nichols*, 414 U.S. 563, 566 (1974): "Basic English skills are at the very core of what these public schools teach. Imposition of a requirement that, before a child can effectively participate in the educational program, he must already have acquired those basic skills is to make a mockery of public education. We know that those who do not understand English are certain to find their classroom experiences wholly incomprehensible and in no way meaningful." In *Lau*, the Court affirmed the Department of Health, Education and Welfare's interpretation of Title VI of the Civil Rights Act (42 U.S.C. 2000d) that school systems have an affirmative obligation to provide students who are unable to speak and understand English a meaningful opportunity to participate in their school's instructional program.[29]

The *Lau* case, which is directly concerned with Chinese-speaking students in the classrooms of San Francisco, gave a strong impetus

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[28] Mary Ellen Ayres, "Counseling Hispanic Americans," Bureau of Labor Statistics, *Occupational Outlook Quarterly*, Summer 1979, pp. 3-8.

[29] *A Better Chance to Learn: Bilingual-Bicultural Education*, United States Commission on Civil Rights, Clearinghouse Publication 51, May 1975, p. 142, fn. 2.

to the growing interest across the nation in bilingual-bicultural education. Although the bilingual-bicultural concept is controversial and subject to interpretation, it can be generally described as an education program that provides instruction in subject matter areas in the student's native language while the student is gaining proficiency in English.

Typically, bilingual-bicultural programs attempt to provide relevant instruction by explaining concepts and presenting information in terms that are familiar and meaningful to the child. The child's cultural heritage is used to enhance the learning process and to help him or her develop an increasingly positive self concept. Although there are few researchers who do not point to the lack of conclusive evaluation data on bilingual-bicultural programs, or point to the need for more carefully conducted research and evaluation in this area, the bilingual-bicultural approach is viewed by many educators as a promising response to meeting the special needs of minority students.

Funding for bilingual-bicultural programs has been made available by 22 states[30] and a variety of federal agencies have provided funds for bilingual-bicultural education as well. The primary federal source of funding is the Office of Bilingual Education, DHEW, which administers Title VII of ESEA, the Bilingual Education Act. The policy stated in Sec. 702 of the act is informative:

> Recognizing —
> (1) that there are large numbers of children of limited English-speaking ability;
> (2) that many of such children have a cultural heritage which differs from that of English-speaking persons;
> (3) that a primary means by which a child learns is through the use of such child's language and cultural heritage;
> (4) that, therefore, large numbers of children of limited English-speaking ability have educational needs which can be met by the use of bilingual education methods and techniques; and
> (5) that, in addition, children of limited English-speaking ability benefit through the fullest utilization of multiple language and cultural resources.
>
> The Congress declares it to be the policy of the United States, in order to establish equal educational opportunity for all children (A) to encourage the establishment and operation, where appropriate, of educational programs using bilingual educational practices, techniques, and methods, and (B) for that purpose, to provide financial assistance

[30] See the "1978-79 Bilingual Education Survey" prepared by the ECS Education Finance Center for detailed information on state bilingual-bicultural education laws and funding levels.

to local educational agencies, and to state educational agencies, for certain purposes, in order to enable such local educational agencies to develop and carry out such programs in elementary and secondary schools, including activities at the preschool level, which are designed to meet the educational needs of such children; and to demonstrate effective ways of providing, for children of limited English-speaking ability, instruction designed to enable them, while using their native language, to achieve competence in the English language.

The act includes provisions for funding bilingual programs for Native American children (Sec. 722) — one of several specific efforts of the Congress to reserve funds for specialized programs for Native American children. (Funds, for example, are earmarked for Native Americans under the Vocational Education Amendments of 1976, Title I of ESEA, CETA and the impact aid laws, P.L. 874 and P.L. 815.)[31] In addition, the Johnson O'Malley Act of 1934 provides direct aid to school districts serving Native American students. It is often used for supplemental programs, such as remedial reading, curriculum design, etc., and, like those funds reserved under ESEA Title I for Native Americans, is administered by the Bureau of Indian Affairs, Department of the Interior.

In 1972 with the enactment of the Indian Education Act, P.L. 92-318, an Office of Indian Education was established in the U.S. Office of Education and funds were provided for a number of programs designed to benefit Indian students (demonstration programs, alternative school programs, bilingual education programs, etc.). Later, with the Indian Self Determination and Education Assistance Act of 1975, P.L. 93-638, an effort was made to provide for the increased participation of Indians in designing education programs for Indian students. In 1978 the Indian Basic Education Act, P.L. 95-561, passed, strengthening further the control of Indian education by Indian people.

These programs — bilingual-bicultural education and Indian education, with an emphasis on providing for greater Indian control of Indian education programs — are the primary programs in place to address the special education needs that many minority students have. In addition to being largely experimental, such programs are seldom articulated with other programs and operate in relative isolation from the regular school program.

The emphasis on providing all children with a meaningful

[31] "Impact aid" is specifically designed to reimburse localities for the impact of federal activities/installations when they place a burden on the schools and/or lessen the revenue available to them from the property tax.

education experience has led to the desegregation movement, compensatory and bilingual-bicultural education, and a greater reliance on adult Indians to guide the education of their children. For secondary students, alternative education programs have been established, along with programs designed to coordinate the education program with work experience of various kinds. Vocational education has increasingly been made more accessible to a wider variety of students who have not traditionally benefited from such training.

Each of these programs or strategies is an attempt to help pull a specific special needs population into either the education or economic mainstream and each has been added onto or interjected into the regular school program as an independent effort to improve education for disadvantaged students. And each program/strategy has its own legal and administrative requirements, staffing, clientele and advocates. For teachers and administrators, the problem is that of integrating these different kinds of activities into an education program that is responsive to the needs of all students and that is of sufficient quality to prepare all students for advanced learning and/or productive employment in our technologically sophisticated society.

The challenge of program integration is a formidable one, particularly if it is also to extend to the postsecondary level. Because career education is integral to the regular education program at all levels of education, and is highly supportive of the objectives of categorical programs designed to meet the needs of disadvantaged students, it has the potential of serving as an important integrative device. Career education strategies and techniques, such as community involvement, efforts to counteract negative stereotyping, basic skill development, etc., can be designed to reinforce the strategies/techniques that have been developed to respond to the special needs of the disadvantaged and/or minority student.

Joint planning can result in an approach to career education that is adapted to meeting many of the needs of disadvantaged students but, also, that provides for badly needed program integration around a common concern (i.e., the development of the career interests of disadvantaged students). While specific approaches will vary from state to state, joint planning between the career education unit and the following agencies is recommended.

Agency Concerned With Compensatory Education. The agency that administers Title I of ESEA may also administer state-funded compen-

satory education programs.[32] As previously noted, such programs emphasize basic skill development but also typically provide for activities that expose students to many different kinds of experiences and surroundings as a means of offsetting the isolation that is so frequently a function of poverty.

Career education is a way of responding to both objectives and could readily supplement activities undertaken in compensatory education programs. For these particular students — low income, educationally disadvantaged students — career education is an obvious method of expanding the student's acquaintance of the adult world (as well as their own personal horizons) while reinforcing instruction in the basic skills. In this context, minority participation in classroom activities could greatly strengthen career education and compensatory education programs, making both more relevant for minority students.

Agency Concerned With Minimal Competency Testing. As of 1979, 38 states had adopted some type of minimal competency testing program designed to assure that all students meet some form of minimum level of achievement in the basic skill areas.[33] In most cases the competencies required are in the areas of reading, writing, mathematics, etc., but in a number of states, career development, consumer skills, etc., are also included.

Although there is no specialized program associated with minimum competency testing, it is recognized that the competencies being tested must be formally taught and, further, that the purpose of such testing is not that of preventing students from receiving a diploma but, rather, to assure that each student *does* achieve at least the minimum performance requirements. Thus, schools are encouraged to structure their programs so that students receive the instruction necessary to pass the test; they are also encouraged to begin testing in the lower grades, and intermittently thereafter so that deficiencies can be recognized, diagnosed and corrected prior to the senior year of high school.

It is apparent that the competencies required by state mandates are indeed "minimal" and, therefore, essential to both education and employment success. Career education should be viewed as a useful tool in helping students achieve mandated competencies and the results of minimal competency testing should also contribute to the planning and implementation of career education. Joint planning efforts should reflect the common objectives of both minimal competency testing and

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[32] Seventeen states have initiated compensatory education programs since 1963, expending in fiscal 1980 approximately $733 million. For further information on state compensatory education programs, see *A Policy Maker's Guide to Title I of ESEA and Its Relationship to State and Local Special Programs* by Robert Silverstein. The report is available from ECS for $6.50 with prepayment required. Current state-by-state information in the area of compensatory education is available from Kent McGuire, Education Finance Center, at the ECS address.

[33] For current updates on state activities in the area of minimal competency testing, contact Chris Pipho, associate director, Department of Research and Information Services, at the ECS address.

career education (i.e., assuring that all high school graduates have the basic competencies they need to function successfully as adults).

Agency Concerned With Drop-Out Prevention and/or Alternative Education. Many states and localities have initiated programs designed to help at-risk students complete high school and many such programs emphasize career exploration and development. Because programs of this kind are frequently alternatives to the regular education program, providing students with an opportunity to learn in a setting other than the formal classroom, they are separate from career education as it is normally defined. (Career education, it will be remembered, is a component of regular classroom instruction — a tool the classroom teacher uses to relate subject matter to the functioning of the adult world.)

Because alternative education programs often emphasize career exploration and development, work experience, community involvement, etc., they have much in common with the career education movement. When such programs are available to students, classroom teachers need to be aware of them so that, as a part of their career education efforts, they can help identify students who might be interested in participating in such programs as a means of furthering their education and career interests. Such an approach would result in a preventive rather than remedial approach to alternative education since students would be encouraged to participate in such programs partially in response to their own career interests rather than solely in response to indicators of failure in the regular classroom setting (i.e., poor grades, absenteeism, etc.).

State Director of Vocational Education. Nationwide, emphasis is increasingly being placed on providing expanded vocational education opportunities for disadvantaged students. This emphasis stems in part from federal mandates (for example, the guidelines promulgated by the Office for Civil Rights) and the provisions of the Vocational Education Amendments of 1976 (see pages 12 and 22-23).

As previously noted, funds have been reserved under the Amendments of 1976 for Native American students (45 CFR 105.201-105.214, October 3, 1977, *Federal Register*, Vol. 42, No. 191, pp. 53854-53855). The law provides that the Commissioner of Education will contract with Indian tribal organizations, at their request, to plan, conduct and administer vocational education programs. The relevant provisions of the Indian Self-Determination and Education Assistance Act also apply.

Funds are also provided under the act for bilingual vocational education programs (45 CRF 105,601-105,627, pp. 53860-53863 of the October 3, 1977, *Federal Register*). These funds provide support for bilingual vocational education programs, bilingual vocational instructor programs and programs for the development of bilingual instruction materials. Other provisions authorize funds for disadvantaged students and otherwise provide for their greater participation in vocational education programs (see Sec. 110[b] of the act).

As has been stated elsewhere, vocational training should be tied to the developing career interests that students have. Teachers need to be kept

informed of the existence of specialized vocational education programs that might advance the career interests of disadvantaged students and, in turn, specialized vocational education programs need to be responsive to the developing career interests of the students they serve. Linkages between career education and vocational education can be instrumental in achieving these objectives (along with those described elsewhere in this report).

Balance-of-State Prime Sponsor and State Employment and Training Council (SETC). The 22 percent setaside and provisions of CETA that encourage the coordination of career education activities (under the Career Education Incentive Act) with YETP, are both conducive to coordinating career education with CETA youth programs.

On the one hand the 22 percent setaside funds reserved for cooperative efforts between school districts and prime sponsors create a need for technical assistance from both the state education agency and the state agency that administers CETA. Kenneth Hoyt, director of the Office of Career Education, USOE, has pointed out that a joint, coordinated technical assistance effort, to both school districts and prime sponsors, can be provided by the state education agency and the agency administering CETA — involving, among others, the state career education coordinator.[34] This joint technical assistance effort would be one means of providing for coordination between YETP activities and those conducted under the Career Education Incentive Act.

Joint planning between state career education councils and SETCs, with respect to youth programs is a second approach to providing for coordination at the state level. The fact that the composition of these councils is similar in that both provide for the involvement of the private sector and for the representation of minority groups living within the state, enhances the possibility of joint planning and implementation efforts.

Then, too, both groups hold a primary objective in common. As stated in the CETA legislation, "It is the purpose of (YETP) to establish programs designed to make a significant long-term impact on the structural unemployment problems of youth . . . (and) to enhance the job prospects and career opportunities of young persons, including employment, community service opportunities, and such training and supportive services as are necessary to enable participants to secure suitable and appropriate unsubsidized employment in the public and private sectors of the economy" (Sec. 431).

Finally, it should be noted that CETA funds are reserved for programs for Native Americans (Sec. 302) and also specifically for Native American youth (for example, Sec. 433[a][3] of YETP). YETP funds

[34] Kenneth B. Hoyt, "Action Ideas for Coordinating Activities Carried Out Under the Youth Employment and Training Program (YETP) Portion of the Comprehensive Employment and Training Act Amendments of 1978 (CETA) With Activities Carried Out Under the Career Education Incentive Act," an unpublished paper available from the Office of Career Education, Office of Education, DHEW, Room 3100, Regional Office Building No. 3, 7th and D Streets, SW, Washington, D.C. 20202, telephone (202) 245-2284.

can be used for, among other things, "literacy training and bilingual training," (Sec. 432[a][3][F]). CETA programs, and particularly youth programs, for Native Americans should be coordinated with career education since, again, they can provide varied opportunities to gain direct work experience in areas of interest to the individual student.

Director of Bilingual-Bicultural Education. Bilingual-bicultural education as a primary education strategy for meeting the needs of students with limited English-speaking ability, should certainly be coordinated with career education for all of the reasons previously noted. Career education techniques should be modified to meet the needs of students who do not have a good command of English and career education activities should include the involvement of adults who speak the same native language as participating students to further the objectives of both programs.

Because there are multiple sources of funding for bilingual-bicultural education, each with their own requirements and financial constraints, the situation will vary from state to state. Providing for effective coordination and joint planning will, likewise, vary depending on the population(s) to be served, the design and administration of programs, etc. There are several objectives of such coordination, however, that should be considered: (1) the inclusion in bilingual-bicultural education programs of a career education component, (2) the provision of inservice training for regular classroom teachers to provide information on ongoing bilingual-bicultural education programs and on the career education needs of the students who participate in them, and (3) the development of joint strategies designed to foster basic skill development among the children served.

Director of Indian Education. Eighteen states employ a director of Indian education, providing for an individual within the organizational structure of the state education agency who has responsibility for providing a better education opportunity for Indian children. Unless such an individual or agency exists, both jurisdictional problems[35] and alternative sources of funding for Indian education programs can lead to a confused situation, making coordination between Indian education and other education programs extremely difficult.

Thus, as with bilingual-bicultural education, the most effective means of providing for joint planning and coordination will vary from state to state. Also in common with bilingual-bicultural education, some of the goals of coordination and joint planning include (1) the development of a career education component in specialized programs for Indian

[35]The Indian tribes are sovereign but, also, dependents of the federal government. As a result of treaties and court decisions, the Indian people are entitled to federal assistance in a number of areas including education. Thus, both tribal governments and the federal government each have some responsibility for Indian education. The fact remains, however, that a large percentage of Indian children attend public schools which are the responsibility of state and local governments. As citizens of the United States, Indian children are entitled to an equal education opportunity within the public school system.

children, (2) inservice training for teachers to provide them with information on the career education needs of Indian students, and (3) the improved development of basic skills of Indian children.

A fourth objective, however, that is particularly appropriate with respect to Indian children, is the involvement of adult Indians in the classroom. The emphasis on providing for the increased participation of the Indian people in the education of their children can be effectively brought about in the regular classroom setting through carefully designed career education activities.

Resources

Education Commission of the States

There are several sources within the commission that can provide information on the education needs of disadvantaged students. They include the Indian Education Project directed by Lee Antell and the National Project and Task Force on Desegregation Strategies directed by Ben Williams. Both projects are guided in their work by national task forces chaired, respectively, by Governor Victor Atiyeh of Oregon and Francis Keppel, director of the Aspen Institute for Humanistic Studies and former U.S. Commissioner of Education. As ECS projects, the materials and information developed by both are specifically designed to meet the needs of state policy makers.

The Private Sector

The role of the private sector in combating structural unemployment is a large and growing one — and one that is being encouraged by different kinds of federal incentives.[36] A monthly newsletter of the Vocational Foundation, *You and Youth*, is specifically designed to reduce youth unemployment. *You and Youth* is available for $37 a year from the Vocational Foundation, Inc., 44 East 23rd Street, New York, New York 10010, telephone (212) 777-0700. There is a 50 percent discount for nonprofit organizations.

- One of the major programs for minority students that has received leadership and support from the business world is the "minorities in engineering program" sponsored by the Committee on Minorities in Engineering (CME). CME, composed of senior executives from major corporations, oversees a complex national effort to encourage minority students to enter engineering fields.

Their efforts extend to junior and senior high school students and includes programs/activities designed to acquaint students with a

[36]Most frequently discussed in this connection is the Private Sector Initiative Program (PSIP), authorized under Title VII of the CETA legislation, and the Targeted Jobs Tax Credit (TJTC) provided for under the Revenue Act of 1978. Both are designed to combat structural unemployment by encouraging private sector employers to place disadvantaged individuals in jobs (as opposed to the creation of public sector jobs). The PSIP requires CETA prime sponsors to establish Private Industry Councils (PICs) to involve private sector employers in the planning and implementation of programs.

variety of engineering careers and the value of taking math and science courses at the secondary level. Scholarships for postsecondary students are provided through the National Fund for Minority Engineering Students. The program involves a number of national organizations that represent minority populations as well as local and state affiliates such as the Texas Alliance for Minorities in Engineering and the Metropolitan Consortium for Minorities in Engineering.

CME has published a "pre-college guide," that includes local strategies for motivating minority youth to consider engineering careers. It has also published a resource directory identifying national and local programs. Further information is available from Pat Bethea, Administrative Officer, Committee on Minorities in Engineering, 2101 Constitution Avenue, NW, Washington, D.C. 20418, telephone (202) 389-6417.

- Individual corporations are also active in providing training and work experience for disadvantaged persons designed to provide them with job skills, basic skills and, in some cases, the motivation to succeed in the workplace. One example is the Chrysler Learning Institute which has developed specialized programs, teaching techniques and learning materials related to a variety of careers that exist within the automotive industry (and elsewhere). These materials are available to schools. For further information contact Richard Drabant, Manager of Marketing, Chrysler Learning Institute, 7650 Second Avenue, Detroit, Michigan 48202.

- Unions have also developed programs specifically designed for the disadvantaged. For example, the Lundberg School at Piney Point, Maryland — under the sponsorship of the Maritime Industry and the Seafarers International Union — "is the largest training facility for deep-sea merchant seafarers and inland waterway boatmen in the United States" according to Walter Davis, director of education, AFL-CIO.[37] The school provides, in addition to vocational education, an education enrichment program that includes (1) a basic skills component, (2) a high school equivalency (GED) program and (3) advanced, highly technical coursework to help experienced mariners keep abreast of rapidly changing technological advances.

These examples are illustrative. In every state there are numerous private sector initiatives in place to help disadvantaged youth successfully obtain employment. Many, as the examples given indicate, are comprehensive programs that include components typically needed to overcome disadvantagement (increased motivation, improved basic skills, job skills, etc.).

In their efforts to meet the needs of disadvantaged youth, state planners should involve those individuals who have developed and implemented successful private sector programs. Not only can such

[37]Walter G. Davis, "Labor and Vocational Education — What Should Be Taught?" a paper presented at the Bicentennial Conference on Vocational Education in Minneapolis, Minnesota, and included in *The Future of Vocational Education* (available from the National Center for Vocational Education, Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210, telephone (614) 486-3655).

individuals contribute valuable expertise to such efforts, they can also serve as resource persons who can assist in placing disadvantaged youth in private sector jobs or training programs.

National Advisory Councils

There are a number of national advisory councils that have been established to review the special education needs of disadvantaged and minority children. In general they can provide information, policy recommendations and limited assistance to those requesting it. Some also function as convening agencies, bringing together groups with common interests and concerns. Some of the councils most directly concerned are:

National Advisory Council on Indian Education, Pennsylvania Building, Room 326, 425 13th Street, NW, Washington, D.C. 20004, telephone (202) 376-8882.

National Advisory Council on the Education of Disadvantaged Children, 425 13th Street, NW, Suite 1012, Washington, D.C. 20004, telephone (202) 477-0114.

National Advisory Council on Bilingual Education, 400 Maryland Avenue, SW, Reporters Building, Room 421, Washington, D.C. 20202, telephone (202) 447-9227. (The council is headquartered within the Office of Bilingual Education at the address shown. The Program Delegate for the council is Gloria Becerra.)

Federal Agencies

Many agencies of the federal government are directly concerned with meeting the education and/or employment needs of disadvantaged or minority populations. The following are among those most directly concerned and can provide information, publications and assistance upon request.

Division of Research and Demonstration, Bureau of Occupational and Adult Education, USOE, Regional Office Building No. 3, Room 5024, Washington, D.C. 20202, telephone (202) 245-9634. (The division administers both the vocational education programs for Indian tribes and the bilingual vocational education program provided for under the Vocational Education Amendments of 1976.)

Office of Indian Education, Bureau of Indian Affairs, Department of the Interior, 1951 Constitution Avenue, NW, Washington, D.C. 20245, telephone (202) 343-2175.

Office of Indian Education, USOE, 400 Maryland Avenue, SW, Washington, D.C. 20202, telephone (202) 245-8020.

Employment and Training Administration (ETA), Department of Labor, 601 D Street, NW, Washington, D.C. 20213, telephone (202) 376-6254. (For information on CETA programs for Indian tribes,

contact the Division of Indian and Native American Programs at ETA, telephone (202) 376-6102. For information on YEDPA programs, contact the Office of Youth Programs, ETA, telephone (202) 376-6995.)

Office of Bilingual Education, USOE, 400 Maryland Avenue, SW, Washington, D.C. 20202, telephone (202) 245-2600.

Fund for the Improvement of Postsecondary Education, USOE, 400 Maryland Avenue, SW, Room 3123, Washington, D.C. 20202, telephone (202) 245-8091. (The fund is currently administering funds from the Office of Youth Programs, Department of Labor, to demonstrate postsecondary approaches for serving CETA youth.)

National Institute of Education, DHEW, 1200 19th Street, NW, Washington, D.C. 20208. (NIE is engaged in numerous research and development activities in the area of education/work and also funds a variety of projects that address the needs of disadvantaged and/or minority populations. A brief description of NIE funding priorities is available — *Funding Opportunities at NIE, FY 1980*, December 1979.)

Other Sources of Information and Assistance

There are more sources of information and assistance in this category than could be included in a report of this size and scope. Listed are some that are widely recognized and that can refer the reader to other agencies/organizations — but many valid and valuable information sources are not included due to space limitations.

The Mexican-American Legal Defense Fund, 28 Geary Street, San Francisco, California 94108, telephone (415) 981-5800.

National Council of La Raza, 1725 Eye Street, NW, Washington, D.C. 20006, telephone (202) 659-1251.

League of United Latin American Citizens (LULAC), 400 First Street, NW, Washington, D.C. 20001, telephone (202) 347-1652.

National Congress of American Indians, 202 E Street, NE, Washington, D.C. 20202, telephone (202) 546-1168.

National Association for the Advancement of Colored People, 1790 Broadway, New York, New York, 10019, telephone (212) 245-2100.

National Urban League, 500 62nd Street, New York, New York 10021, telephone (212) 644-6500.

Far West Lab, 1855 Folsom Street, San Francisco, California 94103, telephone (415) 565-3000. (Of particular interest is a project concerned with the career education needs of Native Americans in both urban and rural settings. Bela H. Banathy is directing the project and can be reached at the number listed above.)

National Center for Research in Vocational Education, 1960 Kenny Road, Columbus, Ohio 43210, telephone (614) 486-3655. NCRVE has a number of specialized programs concerned with disdavantaged and minority student vocational education needs. The center's program information office, at the above number, will provide additional information. (For information on statewide planning to meet the vocational education needs of Indian students, contact Carol Minugh at the above number.)

Center for Education and Work, National Manpower Institute, 1211 Connecticut Avenue, NW, Suite 301, Washington, D.C. 20036, telephone (202) 466-4420. (Of particular interest is a report of the National Manpower Institute, *Collaborative Process Building for Local Implementation of the Youth Employment and Demonstration Projects Act of 1977.*)

Youthwork, Incorporated, 805 15th Street, NW, Suite 705, Washington, D.C. 20005, telephone (202) 347-2900. (A nonprofit organization, Youthwork administers Department of Labor projects authorized under YEDPA. Youthwork has been particularly concerned with projects designed to meet the education and employment/training needs of disadvantaged students.)

National Association of State Boards of Education, 526 Hall of the States, 444 North Capitol Street, NW, Washington, D.C. 20001, telephone (202) 624-5845. (NASBE has developed a number of publications concerned with CETA/education collaboration. A publication list, "Publications of the National Association of State Boards of Education Regarding Education/Employment and Training Collaboration" is available upon request.)

Kirschner Associates Inc., 1100 17th Street, NW, Washington, D.C. 20036, telephone (202) 862-9400. Kirschner has also developed a number of materials concerned with CETA/education collaboration under a contract with the Office of Career Education, USOE.

The Exceptional Student

The term "exceptional" is frequently used with reference to handicapped individuals — not because it is equivalent in meaning or even solely because it is the more general term. The term is a useful one in that it implies that handicapped people are exceptional, both as a result of a handicapping condition *and* because of the compensatory behavior that is typically adopted to overcome it.

The term "exceptional" does, however, also have the advantage of being a more general term. In the minds of many people, "the handicapped" are those who are obviously physically or mentally disabled. Specialists, however, also include as handicapped many other individuals who have less obvious disabilities since they also need special education programs or could benefit from them. These persons include, among others, the emotionally disturbed, the very diverse group of persons with learning disabilities, asthmatics and individuals with heart ailments, and also the gifted and talented.

The Congress has defined handicapped children as those who are "mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, orthopedically impaired or other health impaired children, or children with specific learning disabilities who by reason thereof require special education and related services," (Sec. 602 of the Education of All Handicapped Children Act). If the criteria for identifying "handicapped" children includes those "who require special education and related services," then gifted and talented children must also be recognized. In 1972 then U.S. Commissioner of Education Sidney P. Marland defined gifted and talented students as "those identified by professionally qualified persons, who by virtue of outstanding abilities, are capable of high performance. These are children who require differentiated education programs and/or services beyond those usually provided by the regular school program in order to realize their contribution to self and society," (report to Congress on the "Education of the Gifted and Talented").

There is no precise definition of "handicapped" to which all would agree, and, consequently, no precise figure of the number of children who need special education programs. However, in

1977-78, it has been determined that 3.6 million children received services under the provisions of P.L. 94-142 (the Education of All Handicapped Children Act) and another 200,000, in state administered programs, were served with funds under Title I of ESEA, Part B.[38]

Compared to compensatory education or bilingual-bicultural education, the field of special education is highly advanced. Sophisticated technology has allowed the development of equipment and materials that help disabled people live, learn and work in environments that would otherwise have been difficult or dangerous for them. In spite of these achievements, however, many handicapped persons have not been able to participate in the labor market in accordance with their abilities.

The problem is two-fold. On the one hand, employers are often unaware of the capabilities of the handicapped. The fact that a mentally retarded person, for example, can perform many tasks that others might find irritating is not recognized by many employers. Also, many employers seriously underestimate the compensatory behavior of disabled persons — those adaptive traits that often result in strengths that the average employee does not have.

The other problem, however, has been that the handicapped have often been sequestered in highly restrictive environments and trained by specialists who were primarily concerned with meeting their day-to-day education needs. Under such conditions, the ability of a handicapped person to adapt to conventional environments and to learn in traditional settings can be seriously undermined. Thus, there has been a tendency to keep handicapped persons in highly secluded environments throughout their lives, forcing them to be a drain on society rather than full participants in and contributors to it.

In order to better meet the needs of handicapped people, and in order to reduce the costs associated with their care, there has been a strong emphasis placed on "mainstreaming." Physical and architectural barriers are rapidly being removed, public transportation systems improved, and in general, wholesale changes are being made making it possible for handicapped people to function in settings previously closed to them — including work settings.

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[38] *Progress Toward a Free Appropriate Public Education: A Report to Congress on the Implementation of Public Law 94-142, the Education for All Handicapped Children Act*, U.S. Office of Education, Bureau of Education for the Handicapped, State Program Implementation Studies Branch, January 1979, pp. 9-10.

In education, handicapped children are being taught in regular classroom settings whenever it is appropriate to do so. In addition to making it easier for handicapped individuals to make necessary adjustments to nonspecialized environments, their participation in regular classrooms expose nonhandicapped children to both the limitations, as well as the extraordinary skills and competencies, that are typical of handicapped people. The potential thus exists for increasingly more knowledgeable and appreciative employers and fellow workers as disabled persons enter the work force in the years ahead.

The right to a free, appropriate education for the handicapped was won in the courts.

> . . . As with other minorities and victims of social discrimination, the handicapped won their right to a public education in court. And since states have the legal responsibility for education, it was in state courts where the battles were fought.
>
> In 1971 Nancy Beth Bowman, a retarded child, along with the Pennsylvania Association for Retarded Children, sued the state on a very simple principle. The state constitution guarantees a free, public education for all, so how could retarded and other severely handicapped students be excluded? On November 12, 1971, a three-judge panel ruled that "as soon as possible, but in no event later than September 1, 1972, every retarded person between the ages of six and 21 will have access to free public programs of education and training appropriate to their learning capacities."[39]

The *PARC* decision (*Pennsylvania Association for Retarded Children v. Commonwealth of Pennsylvania*, 344 F. Supp. 12571 [E.D., Pa., 1971]), was followed shortly by *Mills v. Board of Education of the District of Columbia*, 348 F. Supp. 866, 880 (D.D.C., 1972). The NSPRA report cited above describes the implications of the *Mills* case in the following way:

> . . . a year later, the District of Columbia Board of Education was in court arguing that it could not "divert millions of dollars of funds to special education, because to do so would be inequitable to children outside the alleged plaintiff class." Judge Joseph C. Waddy ruled on August 1, 1972, that the "court is not persuaded by this contention." His decision states:
>
> > The Board of Education is required by the Constitution of the United States, the District of Columbia Code and its own regulations

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[39] *Educating All the Handicapped: What the Laws Say and What Schools Are Doing*, a publication of the National School Public Relations Association (NSPRA), 1801 N. Moore St., Arlington, Virginia 22209. The report, which was published in 1977, is available for $7.95, Stock No. 411-13337. The above quotation appears on page 28.

> to provide publicly-supported education for these "exceptional" children. Its failure to fulfill this clear duty to include and retain these children in the public school system, or otherwise provide them with publicly-supported education, and their failure to afford them due process hearing and periodical review, cannot be excused by the claim that there are insufficient funds. The District of Columbia's interest in educating the excluded children clearly must outweigh its interest in preserving its financial resources. If sufficient funds are not available to finance all of the services and programs that are needed and desirable . . . then available funds must be expended equitably in such a manner that no child is entirely excluded from a publicly-supported education. The inadequacies of the District of Columbia Public School System, whether occasioned by insufficient funding or administrative inefficiency, certainly cannot be permitted to bear more heavily on the "exceptional" or handicapped child than on the normal child.

So, not only does a state have to provide an education for its handicapped children, but a lack of money is no excuse for an inadequate program. These two decisions led to a series of similar suits elsewhere. The advocates of education for the handicapped have yet to lose such a case. Perhaps equally important, state legislation then followed to fund the programs mandated by the courts.[40]

In 1975 the Education for All Handicapped Children Act (P.L. 94-142) was signed into law. A complex law, many of its provisions necessitated major adjustments for states and localities in their own greatly expanded efforts to better meet the education needs of handicapped children.

In terms of career education, two features of the law are of particular interest: (1) the emphasis on educating handicapped children in the least restrictive environment and (2) developing for each handicapped student a written individualized education program (IEP) that serves as a management tool for structuring the child's education program. The IEP is developed by a team of people that includes a special education teacher, the classroom teacher, parents and, when appropriate, the student.

On the one hand, career education can enhance the mainstreaming effort by bringing into the regular classroom handicapped individuals within the community who have interesting careers. In addition to providing specific kinds of career information, relative to the subject matter being taught, such persons can also discuss the job requirements of the positions they fill, making it possible for both handicapped and nonhandicapped students to appreciate the many kinds of adaptive traits and specialized skills that are common to handicapped persons.

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[40] Ibid., NSPRA, pages 28-29.

More important, with respect to handicapped students, these examples of the handicapped persons at work help him or her formulate realistic career plans as they acquire increasing amounts of information about career opportunities. In a practical sense, it is impossible, even for trained professionals, to establish a realistic set of career goals for handicapped students since much depends on their own interests and their determination to develop needed adaptive traits. The literature is filled with accounts of near-miraculous feats performed by individuals with one or more handicapping conditions. Gifted and talented students are capable of creating careers for themselves and others, that do not now exist. For the exceptional student the development of career information and career planning, as an integral part of their education experience, is essential if they are to succeed within "the mainstream" as adults.

Second, IEPs can be used to structure the student's learning experience so that it is responsive to both their education and future employment needs. In Maryland, for example, an experience and community-based program is being developed that is designed to meet the career education needs of special populations, including those of handicapped students. Students' career goals are incorporated into their IEP which is monitored, locally, by special education teachers who have received training in career education methods and techniques. Under the sponsorship of the career education section, the program is planned and monitored by a "management committee" that includes representatives of special education, vocational education, compensatory education, Project Basic (a program concerned with basic skill development), and the state's Appalachian Regional Education Agency.[41]

There is a third feature of current developments in special education that is important to career education planning — that is, the strong emphasis being placed on the early identification, diagnosis and placement of handicapped children. It is widely recognized that much of a child's education (language development, for example) has taken place long before he or she enters school and that the early years of life greatly affect the individual student's later success in the classroom setting.

For handicapped children, the early years are of critical importance since normal developmental processes may be seriously

[41] For further information, contact Niel Carey, Coordinator of Career and Community Based Education, Maryland Department of Education, Box 8717, BWI Airport, Baltimore, Maryland 21240, telephone (301) 796-8300, ext. 532.

impaired by the handicapping condition(s). With appropriate intervention, some of the harmful consequences of that impairment may be prevented or minimized. In addition, early intervention can also help prepare handicapped children for participation in the regular classroom setting, making efforts to mainstream such children more successfully than would otherwise have been the case.

It has already been pointed out that career education can, in the early years, not only help children overcome very limited, stereotyped expectations about their own futures, but it can also add relevance to the development of basic skills. For the handicapped child, this is particularly true. Children who are handicapped often develop a strong interest in an occupation and are often highly motivated to acquire the skills they need to become employed in that same area of work. For the majority of handicapped children, the prospect of becoming independent, productive adults helps overcome serious obstacles to learning. Although their career choices can be expected to change as they mature, there is a great deal to be gained from helping the exceptional child develop, at an early age, an interest in different kinds of career opportunities.

The states have provided special education programs for exceptional children for many years and there are also federal incentives and programs designed to help states meet the education needs of preschool-aged handicapped children.[42] For example, P.L. 94-142 provides incentive grants to states serving handicapped children aged 3-5. (The law authorizes grants of $300 for each child; actual appropriations are, however, much lower — approximately $65 per child in fiscal 1978).

Early childhood programs that include handicapped children are of concern to career education not only because career education can be an effective teaching strategy in meeting the needs of very young handicapped children but, also, because joint planning can provide for a more effective mainstreaming effort as these children enter the regular classroom. Career education, as a part of each child's IEP, can strengthen continuity between preschool and

[42]The Head Start Program, administered by the Administration for Children, Youth and Families, reserves 10 percent of its funds for handicapped children. Thus, preschoolers with handicaps, served by Head Start, begin their education program at an early age and in association with nonhandicapped children. However, the fact that Head Start is one of the federally-funded programs that bypasses the states has led to its virtual exclusion from state coordinative and joint planning efforts centered around preschool-aged children.

school programs, providing a means of building on each child's interests as they develop.

In sum, "mainstreaming" has many objectives — for both the handicapped and the nonhandicapped student. Yet, if there is one overriding objective, it is to bring the handicapped into the mainstream of American life *as adults*. There would be little point in abandoning or reducing the emphasis on specialized education programs in specialized settings if, in the long run, the majority of handicapped people were expected to return to and remain in a specialized setting. The challenge to the education system is that of preparing handicapped students, to the maximum extent possible, to succeed in nonspecialized settings as self-sufficient, productive adults.

Career education has the potential of being one of the most effective strategies for meeting that challenge. Success in focusing learning experiences on career interests can benefit both those students for whom learning is extremely difficult and those, the gifted/talented, for whom learning is almost effortless (and sometimes pointless). The use of the IEP, from early childhood onward, can certainly provide the overall framework for selecting day-to-day activities that are appropriate to the student. By adding a career education component to the IEP, it is possible to strengthen the relevance, the cohesiveness and the overall continuity of the education program.

Finally, joint planning between career education and special education can be instrumental in helping nonhandicapped students develop a better understanding of the strengths and limitations of exceptional persons. Seeing handicapped people perform as working adults, in addition to exposure to handicapped students in the school setting, is an important learning experience for all students. Career education activities can be designed to provide such learning experiences in most communities and can also provide for the introduction into classrooms of information and materials that inform students about the contributions made to society by handicapped individuals.

A number of linkages should be considered:

Director of Special Education. The provisions of P.L. 94-142 have required the state special education agency to assume sole responsibility for the education of handicapped children:

> In its requirement that each (state educational agency) exercise responsibility for the "general supervision" of all education and

related services received by handicapped children, P.L. 94-142 seeks not only accountability but closer coordination among the various agencies involved. In most states, services characteristically are provided by a variety of public and sometimes private agencies — state health departments, social service departments, departments of vocational education and rehabilitation, youth and family services departments, and departments of public welfare, among others — over which the (state educational agencies) may have had little or no regulatory authority in the past.[43]

As a result of these provisions, career education can be coordinated with special education by establishing linkages with the director of special education within the state education agency. In addition, many states employ an individual who is responsible for early childhood programs for handicapped children — also an important contributor to joint planning efforts.

State Director of Vocational Education. As with other special needs populations, the Congress has reserved funds under different kinds of legislation to assure that the needs of handicapped students are met. Among these laws is P.L. 94-482, the Education Amendments of 1976:

> Today there is extensive public policy at all governmental levels mandating the appropriate education of all handicapped children. Interpretation of these mandates has led to the clear enunciation that vocational education as well as more traditional education programs must be available to handicapped students. This concept has in effect been stated in the regulations accompanying P.L. 94-142, the Education for All Handicapped Children Act of 1975. Equally important is P.L. 94-482, the Education Amendments of 1976, which calls for the expansion and strengthening of vocational education programs for handicapped students by requiring that at least 10 percent of the dollar resources provided to the states be used for this purpose. In addition, this latter Act calls for the use of funds in ways that are consistent with the implementation of P.L. 94-142.[44]

Handicapped students are among those who are protected from discrimination in vocational education programs under the guidelines developed by the Office for Civil Rights (see page 21). Under Part N of the Guidelines, the following provisions appear:

> Recipients may not deny handicapped students access to vocational education programs or courses because of architectural or equipment barriers, or because of the need for related aids and services or auxiliary aids. If necessary, recipients must: (1) modify instructional equipment; (2) modify or adapt the manner in which the courses are offered; (3) house the program in facilities that are readily accessible to mobility impaired students; and (4) provide auxiliary

[43] *Progress Toward a Free Appropriate Public Education*, op. cit., p. 79.

[44] *Vocational Education of Handicapped Students: A Guide for Policy Development*, a publication of the Council for Exceptional Children, 1920 Association Drive, Reston, Virginia 22091, p. iii.

aids that effectively make lectures and necessary materials available to postsecondary handicapped students; (5) provide related aids or services that assure secondary students an appropriate education.

Academic requirements that the recipient can demonstrate are essential to a program of instruction or to any directly related licensing requirement will not be regarded as discriminatory. However, where possible, a recipient must adjust those requirements to the needs of individual handicapped students.

Access to vocational programs or courses may not be denied handicapped students on the ground that employment opportunities in any occupation or profession may be more limited for handicapped persons than for nonhandicapped persons.[45]

These provisions require major adjustments in vocational education planning and programming. The value in coordinating those efforts with career education planning/programming for exceptional students is apparent. Not only will the vocational education system be able to provide more responsive programs for exceptional students, the students will be more able to select vocational training programs that are appropriate to their individual needs and interests. As with any student, career education can prevent the handicapped from entering into inappropriate vocational education programs because of limited understanding of the program or because of stereotyped expectations with respect to their own career opportunities.

Resources

Council for Exceptional Children (CEC), 1920 Association Drive, Reston, Virginia 22091, telephone (703) 620-3660.

CEC has been active in conducting policy research and assisting policy makers, at all levels of government, in designing programs and services for exceptional children. They maintain complete and current information on federal and state legislation that affects the handicapped and gifted, as well as a variety of other information of value to state education officials. CEC also houses the ERIC system for the handicapped and gifted.

CEC has an extensive publications list, including a selection concerned with meeting the career and vocational education needs of handicapped persons. (Among them is *Life Centered Career Education: A Competency Based Approach*, edited by Donn E. Brolin, University of Missouri-Columbia. The publication, and a companion trainer's guide, resulted from Project PRICE, a project to prepare school personnel for Programming the Retarded in Career Education.)

Closer Look, National Information Center for the Handicapped, P.O. Box 1492, Washington, D.C. 20013, telephone (202) 833-4160.

[45] *Federal Register*, vol. 44, no. 56, March 21, 1979, p. 17166.

Closer Look is a national clearinghouse that provides extensive information on the needs of handicapped individuals. The information is classified by handicapping condition and age and is state specific. The center also maintains information on legislation and programs affecting the handicapped and publishes a newsletter, *Closer Look*, that is free of charge. Information on the career and vocational education needs of the handicapped is available.

Bureau of Education for the Handicapped (BEH), 400 Maryland Avenue, SW, (Donohoe Building, Room 3135), Washington, D.C. 20202, telephone (202) 472-2535.

BEH administers P.L. 94-142 and awards "grants/contracts to improve and expand innovative educational/training services for handicapped children and youth, and to improve the general acceptance of such people by the general public, professionals and possible employers. Projects are designed to serve handicapped children and youth in deinstitutionalized and/or integrated settings, and to provide in-service training of staff and dissemination of materials and information."[46] The bureau is also a source of information and assistance for state policy makers.

ERIC Clearinghouse on Adult, Career and Vocational Education, National Center for Research in Vocational Education (NCRVE), Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210, telephone (614) 486-3655.

The clearinghouse has a great deal of information related to the chapters in this report. Among the most recent publications developed is an "information series" that includes the following three reports: *Techniques and Strategies for Infusing Career Education Into the Educational Program for Exceptional Children: Some Sample Resources* (No. 181), *Career Education for the Handicapped Child: A Guide to Parent Education Programming* (No. 180) and *Serving Handicapped Students in Vocational Education: A Guide for Counselors* (No. 186).

The reports also provide helpful information about the resources of the ERIC system. The person to contact at NCRVE is Robert D. Bhaerman.

American Foundation for the Blind, Inc., 15 West 16th Street, New York New York 10011.

The foundation has had a longstanding interest in the career education needs of blind and visually handicapped students. A volume of adapted career education units for grades K-6 has been prepared and tested, and a number of other materials are available as well. The person to contact at the foundation is Susan Spungin.

[46]The Coordinating Committee on Research in Vocational Education, *Guide to Funding in Career Education, Education and Work and Vocational Education*, (Washington, D.C.: U.S. Government Printing Office) September 1979, Stock No. 017-080-02047-5.

Children in the Migrant Stream

Each spring, some six weeks before the end of the school year, thousands of families leave their winter homes to form a human stream of migratory labor. Following well-established routes, they do not return until late fall, after the crops are harvested and after school has begun. Their year is almost equally divided — about six months are spent in their home states and about six months are spent in the migrant stream.

Their infant mortality rate is high — about 25 percent higher than the national average.[47] Many migrant children die accidentally, with auto accidents and drownings (in irrigation ditches) primary causes of death. Migrant parents work during the long daylight hours of summer, leaving many tasks to their children. School-aged children, during about one-third of the school year, divide their time between school and helping their parents — with housework and taking care of younger brothers and sisters.

In addition to heavy responsibilities and a demanding lifestyle, many migrant children are affected by one or more of the special education needs described in preceding chapters. Poor health care and nutrition (and, particularly, inadequate pre- and postnatal care), and accidents of various kinds, have resulted in a disproportionate number of handicapped children in migrant families. Many migrant children are of Spanish origin and do not speak English as a first language. And, as one expert has stated:

> The migrant child does poorly in school not because he is mobile, nor because he is poor, nor because he is culturally and linguistically different. He does poorly because he is mobile *and* poor *and* culturally *and* linguistically different.[48]

It has been estimated that 90 percent of migrant students drop out of school before completing high school. But, unlike any of the other special needs populations, the migrant dropout experiences no difficulty entering the labor market. Indeed, migrant children

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[47] Interstate Migrant Education Task Force, *Migrant Health*, Report No. 31, (Denver, Colo.: Education Commission of the States) November 1979, p. 1.

[48] Jose A. Cardenas, *Inequality in Education*, June 1976 issue, quoted in *PTA Today*, May 1979 issue, p. 2.

are part of the labor force, in a sense, almost from birth in that they spend a significant part of their infancy or early childhood years in the work environment of their parents. Serious discontinuities in their education program, learning handicaps and financial constraints all contribute to an early transition from school to work for the migrant child. Their lifestyle is, in many respects, an apprenticeship system that prepares the young for a specific kind of work. For many, the question is not what they will do as adults, but, rather, when they will leave school to begin their adult lives. The fact that the childhood years are short for many is cruelly consistent with the fact that the average life expectancy for migrant workers is 49 years as compared with a national average of 73 years.[49]

Special programs for migrant students have been funded since 1966 through Title I of ESEA (Programs Operated by State Agencies). Unlike regular compensatory education programs, which are funded on a formula basis to school districts, funds for migrant education take the form of grants to state education agencies which, in turn, arrange with subrecipients to provide programs and projects for migrant children. The state education agency develops and administers a plan for migrant children and also works cooperatively with other state agencies to meet the special needs of these children.

Federal leadership and interstate cooperation have been instrumental in providing for a more coherent education program for migrant students. One notable achievement has been the establishment of a computerized Migrant Student Record Transfer System (MRSTS) headquartered at Little Rock, Arkansas. Ideally, the system allows teachers to access the personal, education and health data of each migrant student as he or she enters the classroom, and to update it when the student moves on to a new school. Utilization of the system has not been totally ideal since some teachers have not obtained or updated data on migrant students, but in 1978 the MSRTS was tracking 296,429 FTE students who were participants in Title I programs for migrant children.[50]

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[49] *Migrant Health*, op. cit., p. 58.

[50] K. Forbis Jordan, *Migrant Education Program Under Title I*, ESEA (Washington, D.C.: Library of Congress, Congressional Research Service, Education and Public Welfare Division) September 1977, p. 67. This figure includes the children of migratory fishers (approximately 3,500 students) clustered primarily near the Gulf of Mexico. It also includes approximately 104,000 students who have "settled out" — that is, left the migrant stream during the preceding five years.

Employment and training programs for migrant workers are funded under Sec. 303 of CETA and also under several of the CETA youth programs (for example Sec. 433[a][4] of the YETP legislation). The following paragraphs provide information on these programs:

> Authorized by Title III, Section 303, of CETA, programs for seasonal farmworkers serve both migrants and locally employed farmworkers. These programs have two broad objectives: To help participants who want to leave farmwork to prepare for and obtain alternative employment of a more stable and financially rewarding nature, and to improve the living standards of those who prefer to remain in the agricultural labor market.
>
> Although, in most states, farmworkers live and work almost exclusively in rural areas, in three major agricultural states — Texas, Florida and California — they also reside in urban areas. Section 303 programs serve farmworkers in both rural and urban settings.
>
> Grants to operate programs for migrant and seasonal farmworkers are awarded on a competitive basis to public and private nonprofit organizations. In fiscal 1978, program grants were given to 34 organizations, including 9 with operations in more than 1 state. In addition, funds were awarded to universities and other groups for special emphasis programs.
>
> The $75.2 million allocated to Section 303 migrant and seasonal farmworkers programs in fiscal 1978 included $45.12 million for program activities and $30.08 million for supportive services. . . .[51]

And, as far as CETA youth programs for migrants are concerned:

> The Section 303 Farmworker Youth Program is designed to provide a flexible combination of services, including education and job training, for young people in farmworker families. Another objective is to improve understanding of the needs of this group and the most useful ways of serving them.
>
> A total of $15.3 million was awarded to 26 Section 303 grantees to operate the program in fiscal 1978. This sum included funds for Youth Employment and Training Programs serving young people aged 16 to 21 and for Youth Community Conservation and Improvement Projects employing 16 to 19-year-olds. To be eligible, youth must be members

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[51] *Employment and Training Report of the President*, reports of the U.S. Department of Labor and the U.S. Department of Health, Education and Welfare (Washington, D.C.: U.S. Government Printing Office) Stock No. 029-000-00359-9, transmitted to the Congress in 1979, p. 40. It should be noted that the comment in this quote indicating that some migrants live in urban rather than rural areas may be an understatement. It is increasingly being recognized that during the winter season a large percentage of migrant workers live in urban areas across the nation because of a greater availability of jobs and housing.

> of seasonal farmworker families who receive at least half their annual incomes from farmwork and are economically disadvantaged.[52]

The objectives of Section 303 programs, to train migrant workers for "more stable and financially rewarding" jobs if they wish to leave the migrant stream, but also to "improve living standards of those who prefer to remain in the agricultural labor market," are illustrative of a two-pronged policy, at the federal level, with respect to migrant workers. On the one hand there is a need to help migrant workers who must, or want to, leave the migrant stream. According to the *PTA Today* issue cited above (May 1979), "The diminishing need for human hands in agriculture has created an even greater need to train migrant workers who want a better life for themselves or for their children. In one article on the lives of migrant workers, the following paragraphs appear:

> Some like working in the field. "I like to feel the land and smell it," said one man.
>
> When asked if he wanted the same life for his children, he quickly replied, "No."[53]

There are others, however, who respect both the wishes of some migrant workers to remain in agricultural work and also the value of the work they do. Thus, some advocates approve of programs and services designed to improve the standard of living of migratory workers. The MSRTS, as noted above, makes possible an adequate education for the migratory student, allowing him or her to progress, educationally, without leaving the migrant stream.

Career education, of course, encourages each student to determine for her/himself the kind of work that is of greatest interest and that meets their needs. While the experience that migratory children have with work has far more profound an impact than stereotypic ideas do, career education can help migrant children view themselves in different kinds of job settings. It can also help them realize that the ability to work hard and assume responsibility — two outstanding characteristics of migrant children — are qualities that are appreciated by employers of all kinds.

A migrant student's career interests are among the kinds of information that can be recorded and updated in the MSRTS. Those interests, in turn can be encouraged and broadened by

[52] Ibid., pp. 40-41.

[53] Marice Doll, "Some Migrants Escape Fields, But Accrue Bitter Memories," *Denver Post*, Aug. 5, 1979, p. 83.

classroom teachers. A conscientious effort to do so would lead to a very much broader understanding of careers, as the student moved from one community to the next, than would be available to the nonmigratory student (although a less uniform, continuous process).

Migrant children and their parents have a contribution to make to career education. In addition to first-hand knowledge about agricultural techniques and processes, migrant workers carry with them knowledge about variations, nationwide, in agricultural production. Although the agricultural sector employs less than five percent of the total labor force (and thus opportunities for employment within it are few), it is of fundamental importance. All children, of course, benefit from developing an understanding of it.

In sum, the usefulness of career education in meeting the needs of migrant students is not that of helping them enter the labor market but, rather, that of helping them become skillful decision makers about their own participation in that labor market. While career education can provide an incentive to master basic skills and to remain in school, its primary value is that of helping the migrant student compare what she/he already knows about the world of work with other kinds of possible work experiences.

Linking career education to migrant education would require joint planning with at least the following persons/agencies:

Director of Migrant Education. Every state has made provision for migrant education either through interstate agreements or by employing a director of migrant education or both. In most states the director of migrant education has established working relationships with agencies and organizations within the state and nation that serve migrant families. Thus, the establishment of joint planning activities with the state director of migrant education can be expected to lead to relationships with other appropriate agencies and organizations (as well as establishing linkages with ESEA Title I programs that are, of course, administered by the director of migrant education).

A number of objectives should be considered in terms of joint planning activities. On the one hand, classroom teachers should be alerted to the special career education needs of migrant children so they can help further and broaden their developing career interests. Second, migrant students and their parents should participate in career education activities as resource persons. Finally, as with other special needs populations, career education should be part of ongoing strategies to encourage the basic skill development of migrant students.

Balance-of-State Prime Sponsor and State Employment and Training Council (SETC). CETA, as noted earlier, provides an important

opportunity for migrant students to gain job experience and training that will either improve their standard of living as agricultural workers or help them enter nonagricultural occupations. Career education is essential if migrant students are to make wise decisions about the kinds of programs they enter and, conversely, CETA planners should be alert to the career interests of migrant students, in a general way, as they attempt to better meet their needs. To the extent that career interests can be monitored and recorded in the MSRTS, CETA planners can obtain the kinds of quantitative data they need over time to adjust programs in accordance with the needs and interests of the population they serve.

Resources

Education Commission of the States

The Interstate Migrant Education Task Force was established at ECS in 1976 to develop recommendations for the improvement of migrant education. The 27-member task force, chaired by Congressman William D. Ford of Michigan, has developed three interim reports that include a comprehensive range of findings and recommendations in addition to a report on migrant health (see footnote on page 58).

In addition to publications, the Interstate Migrant Education Project can provide information, technical assistance and referral services. The staff director is Vincent Z. Serrano.

Other Agencies and Organizations

Some of the primary sources of information, assistance, publications and referral services are:

Division of Migrant Education, USOE, FOB 6, Room 2231, 400 Maryland Avenue, SW, Washington, D.C. 20202, telephone (202) 245-2222. The acting director is Vidal A. Rivera Jr.

National Association of State Directors of Migrant Education. Inquiries should be directed to A. Larry Jazo, Assistant Director, Title I ESEA, Coordinator, Migrant Program, Illinois Office of Education, 100 North First Street, Springfield, Illinois 62706, telephone (217) 782-6035.

Migrant Education Project, National Education Association, 1201 16th Street, NW, Washington, D.C. 20036, telephone (202) 833-4225. The project is directed by Roy Fuentes.

Migrant Education Project, National Council of La Raza, 1725 I Street, NW, Suite 200, Washington, D.C. 20006, telephone (202) 293-4680. The project is directed by Cosme J. Barcelo Jr.